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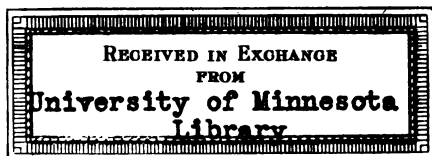
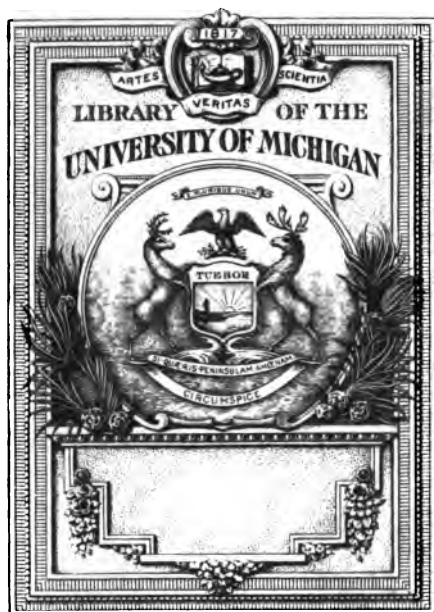
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*Boston.*  
THE FINANCE COMMISSION

OF THE

CITY OF BOSTON .

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REPORTS AND COMMUNICATIONS

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VOLUME XI.



CITY OF BOSTON  
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## PART I.

### REPORT TO THE GENERAL COURT.

FEB 11 1918 Boston Finance Commission





BOSTON, January 31, 1916.

*To the Honorable the Senate and House of Representatives  
in General Court Assembled:*

As required by sec. 18 of ch. 486 of the Acts of 1909, the finance commission submits herewith its annual report for 1915-16.

#### 1. ORGANIZATION OF THE COMMISSION.

The membership of the commission has remained unchanged. Mr. James M. Morrison's term expired on July 12, 1915, and he was reappointed on August 11, 1915, for a term of five years.

The office staff has had two changes, in the appointment of a new office clerk to take the place of one leaving the service and the addition of a new typist, owing to an increase in the office and typewriting work.

#### 2. APPROPRIATION AND EXPENDITURES.

The commission was originally granted an appropriation of \$30,000 for its work for the year 1915-16, but this amount was later increased to \$35,000 for the purpose of a special investigation of the school department.

The appropriation has been expended as follows:

##### Salaries:

Permanent employees . . . . .	\$19,721 46
Temporary employees . . . . .	871 08
Communications . . . . .	300 63
Repairs of furniture, etc. . . . .	24 30
Office supplies . . . . .	209 93
Light . . . . .	90 15
Tests of material . . . . .	195 00
Constable and witness fees, legal services, etc. . . . .	3,001 83

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*Carried forward . . . . .* \$24,414 38

<i>Brought forward</i> . . . . .		\$24,414 38
Experts' Fees:		
(a) School investigation . . . . .	\$5,000 00	
(b) Accountants, chemical analysts, etc. . . . .	1,416 00	
		6,416 00
Transportation of employees . . . . .		85 44
Books . . . . .		66 25
Office equipment . . . . .		139 25
Towel supply . . . . .		33 00
Rent . . . . .		2,500 00
Ice . . . . .		12 00
Postage . . . . .		95 50
Furniture . . . . .		42 30
Printing and binding . . . . .		955 07
Interpreters . . . . .		43 00
Photographs and blueprints . . . . .		4 50
Total . . . . .		\$34,806 69
Balance . . . . .		193 31
		<u>\$35,000 00</u>

### 3. WORK OF THE COMMISSION.

The city government, in both the legislative and executive branches, has made frequent use of the commission to obtain facts and information on questions pending for solution. This cooperation has been of distinct benefit to the city. The mayor has asked help of the commission, notably in studying school expenses, and the commission has striven to help him. An instance of the desire on the part of the commission to help the mayor without seeming to criticise occurred a year ago (January 23, 1915) when the commission sought and secured a conference with the mayor in regard to the overseeing of the poor department. The commission had made an extended examination of the department, the expenses of which are increasing by leaps and bounds, largely as a result of the Mothers' Aid Law of 1913. The commission explained to his honor that it seemed possible that more might be

accomplished by a private interview than by a public report. The conference was most friendly on both sides and a summary of the reforms urged by the commission was sent by the chairman immediately to his honor.

Matters of great importance have come before the commission during the year.

The commission recommended to the city council the reorganization of the health department, with a single paid commissioner at its head, in place of a three-headed commission. This ordinance was passed January 30, 1915.

On October 31, 1914, in anticipation of the budget preparation of 1915, the commission made a report on the budget systems prevailing in cities of the United States and recommended the adoption of a segregated budget system. In order to test the utility of this system for the city of Boston, the commission requested that one department be assigned to it for experimental purposes. In February, 1915, the commission decided that a change in the form of the annual lump sum budget should be made and that the time had come to take action on a segregated budget instead of the lump sum budget which had previously existed. With such a change in mind the commission made an investigation of the estimates for the ensuing year of sixteen city and county departments and reported to the city council, recommending that cuts of \$1,707,606.38 be made in their estimates. By arrangement with the mayor an experimental segregated budget was prepared by the commission for the sewer service of the public works department. The mayor and city council reached a deadlock on the subject, the mayor opposing and the city council favoring the experiment. Eventually a budget commission was created and made an excellent report recommending a segregated budget.

The commission believes that a forward step of great promise is therefore about to be taken.

The commission opposed the mayor's plan to add \$2 a thousand to the tax limit, in order to finance cer-

tain municipal expenditures from taxes and to do away with borrowing money, and the project was withdrawn from the legislature.

The commission opposed the mayor's plan to borrow \$500,000 for repairing streets. The commission felt that this work should be financed from taxes rather than from borrowed money.

In connection with the general street situation the commission has caused an examination of practically all of the public ways in the city to be made by its engineer. As a result of this examination an exhaustive report has been submitted, showing the approximate street conditions and the estimated amounts necessary to place the streets in such a condition as the citizens have a right to expect.

In compliance with a request from the city council, the commission has caused to be prepared a special report upon bituminous pavements with general specifications for constructing the same. The commission believes that the adoption of the recommendations of this report and the specifications will allow bids to be received upon any form of bituminous pavements now in common use in fair competition, and that the causes for criticism, as regards favoritism in the award of contracts for bituminous pavements, will no longer exist.

The commission desires to call special attention to the necessity for an early completion of the important work of constructing a high pressure fire service for the business district of Boston. The commission last year conducted an exhaustive investigation of the work, the results of which are incorporated in the report of the commission of October 15, 1915. The commission urges the early passage of legislation allowing the location of a pumping station for this service on the Charles river embankment.

The commission made a study of the use of passenger automobiles by city departments, and has recommended the establishment of a service based upon a livery or taxicab system.

All the reports referred to above may be found in Volume XI. of the finance commission's reports.

The commission has used the special appropriation of \$5,000 for a study of the school department. A corps of experts has been employed to study the school department. These experts on January 22 submitted their reports, but the commission has not had time to issue a formal report on this investigation. The school committee has cooperated with the finance commission throughout this investigation and, as a result of conferences which have been held by the finance commission and the school committee, the commission believes that there will be important reforms recommended which will meet with the approval of the school committee.

The commission has nearly completed a special study of the courts of Suffolk county.

During the year 1915-16 the commission has held eighty-four (84) meetings. There have been two hundred fifty-three hearings, of which nine (9) have been public, and four hundred ten (410) witnesses have been examined on various subjects relating to the administration of the city and county.

The commission has submitted to the city and state authorities seventy-one (71) reports, of which thirty-two (32) were published and thirty-nine (39) were submitted privately.

The reports published in the newspapers were as follows:

- Jan. 28, 1915. The Committee on Ordinances of the City Council. Recommending the re-organization of the Board of Health under one commissioner.
- Feb. 16, 1915. The Mayor. Report on the adoption of a segregated budget by the Sewer Service of the Public Works Department.
- March 1, 1915. The Mayor. Opposing the proposed laying out of Dunster road as a public highway by the Street Commissioners.
- March 3, 1915. The Committee on Appropriations of the City Council. Replying to invitation to be present at hearings on budget system, and favoring further reductions in appropriations for different departments.

- March 23, 1915. The Senate. Favoring Senate Bill 123, providing for the payment of fees for recording liquor licenses to the City Treasurer.
- March 27, 1915. The Committee on Municipal Finance of the General Court. Opposing increase of tax rate as provided in Senate Bill 391 and amendments thereto.
- April 6, 1915. The Committee on Appropriations of the City Council. Recommending reductions in requests for appropriations submitted by certain city departments.
- April 12, 1915. The House of Representatives. Opposing the passage of House Bill 670, providing for the establishment of a state school fund by levying a tax of one-half mill on each dollar of valuations of the cities and towns of the Commonwealth.
- April 16, 1915. The Committee on Appropriations of the City Council. Opposing the transfer to the Reserve Fund of amounts saved by reductions in appropriations.
- April 16, 1915. The Governor. Requesting that Senate Bill 59, providing for the removal of the Elevated Railway Company's structure on Main street, Charlestown, be vetoed.
- May 8, 1915. The City Council. Opposing the substitution by the Mayor of a lump sum budget for the segregated budget recommended by the commission for the Sewer Service of the Public Works Department.
- May 15, 1915. The Committee on Appropriations of the City Council. Regarding the supplementary appropriation bill submitted by the Mayor on April 29, 1915.
- May 20, 1915. The Mayor. Criticising the methods employed by David B. Shaw, acting commissioner of Penal Institutions.
- May 21, 1915. The Mayor. Replying to his rejoinder to the report of the commission criticising the methods employed by David B. Shaw, acting commissioner of Penal Institutions.
- May 22, 1915. The Committee on Finance of the City Council. Opposing passage of loan order for \$500,000 for repair and improvement of the city's streets.
- June 2, 1915. The Mayor and City Council. Recommending that the Suffolk School for Boys be removed from its present site on Rainsford Island to a site upon the mainland.
- June 5, 1915. The Mayor. Recommending that the facts in connection with the nonpayment of fees due for concession privileges at Castle Island be referred to the Law Department.
- June 12, 1915. The Mayor. Regarding the nonfulfilment by Marks Angell of his contract for razing the building on Tremont street and Court square, known as the "Old Probate Building."

- June 16, 1915. The Mayor. Regarding the alleged collusion between the officials of the Park and Recreation Department and others in relation to granting concession in Franklin Park.
- June 18, 1915. The Mayor. Replying to his request for testimony given at the hearings of the commission in regard to the Franklin Park concession.
- Aug. 2, 1915. The Mayor. Regarding the powers and duties of the Finance Commission, in response to the Mayor's circular to city employees, dated June 18, 1915.
- Sept. 15, 1915. The Mayor. Regarding the laying of artificial stone sidewalks in South Boston.
- Oct. 7, 1915. The Mayor and City Council. Regarding the condition of the city's streets and recommending certain methods of improving said condition.
- Oct. 15, 1915. The Mayor. Regarding the nonfulfilment of the terms of the contract for the installation of a high pressure water service in the City of Boston by Long, Little & Russo, the contractors therefor.
- Oct. 27, 1915. The City Council. Replying to request for investigation and report on bitulithic construction and so-called Topeka specifications, and recommending certain specifications for use in Boston.
- Nov. 4, 1915. The Mayor. In regard to the complaint that the construction of Birch street, West Roxbury, was not being carried out according to the terms of the contract.
- Nov. 10, 1915. The Mayor and City Council. Regarding the taking of additional land for the Ward 19 Playground rather than expending money to improve land already taken.
- Nov. 16, 1915. The Mayor. Additional report on the construction of Birch street, West Roxbury.
- Dec. 2, 1915. The Mayor and City Council. Regarding the unlawful use of passenger automobiles belonging to the city and the advisability of establishing a livery system for the operation and maintenance of such automobiles.
- Dec. 9, 1915. The Mayor. Advocating the payment of the higher salaried city and county employees by check, rather than in cash.
- Jan. 20, 1916. The Mayor. Regarding the methods of administration of the Boston Infirmary Department trustees and their superintendent, Dr. Charles E. Donlan.
- Jan. 26, 1916. The Mayor. Regarding the administration of the Public Buildings Department by its superintendent, Richard A. Lynch.

**The unpublished reports were as follows:**

- Feb. 27, 1915. The Mayor. Additional report on the adoption of a segregated budget by the Sewer Service of the Public Works Department.

- Feb. 27, 1915. The Mayor. Regarding the appropriations requested by the Supreme Judicial Court, and the Superior Civil and Superior Criminal Courts of Suffolk County.
- March 1, 1915. The House of Representatives. Recommending the amendment of Senate Bill 333, regarding the sale of certain land in Quincy belonging to the City of Boston.
- March 2, 1915. The Mayor. Inclosing report of the commission's consulting engineer in regard to the request of the Mayor that the commission study and prepare a standard system of contracts for the building operations of the City of Boston.
- March 2, 1915. The Committee on Metropolitan Affairs of the General Court. Opposing House Bill 1397, providing for special appropriation for work of Metropolitan Park Commission, and House Bill 1398, to provide for building a bath house at the end of Foster's Wharf, adjoining Medford Playground.
- March 4, 1915. The Governor. Advocating defeat of House Bill 1669, providing for the transfer of Neptune road from the jurisdiction of the Park and Recreation Department to that of the Public Works Department.
- March 4, 1915. The Committee on Education of the General Court. Opposing House Bill 1356, providing for an increase in the number of members of the Boston School Committee.
- March 4, 1915. The Committee on Metropolitan Affairs of the General Court. Opposing House Bill 1126, providing that the City of Boston be exempt from the provisions of chapter 524 of the Acts of 1907, which requires the metering of water.
- March 10, 1915. The Committee on Appropriations of the City Council. Regarding conference between the committee and the Finance Commission concerning budgets for certain departments for 1915-16.
- March 13, 1915. The City Council. Opposing acceptance by the City Council of chapter 78, Acts of 1915, providing for the payment to widow of John F. Kennedy, formerly a member of the Schoolhouse Commission, of a sum equal to his salary for the unexpired term of service, approximately \$9,800.
- March 18, 1915. The Committee on Municipal Finance of the General Court. Requesting delay in action on Senate Bill 391, providing for an increase in the tax rate of the City of Boston, in order to allow the commission time to investigate and report thereon.
- March 29, 1915. The City Council. Opposing payment of \$500 and \$3,000, respectively, to Mary Power and Annie B. Connor, widows of city employees.



- April 1, 1915. The Chairman of the Licensing Board. Advising that vote of February 26, 1913, providing that the secretary of that board need turn over no more fees for recording liquor licenses to the City Treasurer, be rescinded.
- April 21, 1915. The Mayor. Regarding proposed taking of land belonging to Faneuil Congregational Church for library purposes.
- May 3, 1915. The City Council. Requesting that action on the Mayor's substitute budget for the Sewer Service of the Public Works Department be delayed.
- May 7, 1915. The Chairman of the Schoolhouse Commission. Regarding award of contract for vacuum cleaning system for the High School of Commerce.
- June 1, 1915. The Committee on Appropriations of the City Council. Recommending an appropriation of \$7,500 for repairs to steamer "Monitor" and hire of boat to take her place during said repairs.
- June 7, 1915. The Mayor and City Council. Opposing acceptance by City Council of chapter 391, Acts of 1915, providing for payment of balance of salary of Joseph Quinn for 1915 to his widow.
- June 26, 1915. The City Council. Accounting for delay in reporting on Ward 19 and Ward 20 Playground orders, the plans and information regarding the same not having been received from the Park and Recreation Department.
- July 12, 1915. The City Council. Regarding the supplementary budget for \$196,000 submitted by the Mayor.
- Aug. 9, 1915. The City Council. Regarding the wood block pavement on Tremont street, between Scollay square and Bromfield street.
- Aug. 9, 1915. The City Council. Regarding the sewer construction on Lincoln street, between Essex and Beach streets.
- Aug. 9, 1915. The City Council. Regarding the resurfacing of Birch street, West Roxbury, between Penfield street and Dudley avenue.
- Aug. 20, 1915. The Mayor and City Council. Advocating the sale of the site of the old Probate Building for \$485,000 net.
- Aug. 31, 1915. The City Auditor. Regarding bill of John T. Hughes, Esq., for legal services rendered the City Council in the case of *Fitzgerald v. Mayor and City Council*.
- Sept. 1, 1915. The City Council. Replying to request to investigate and report if contractor was fulfilling the terms of his contract for street opening for high pressure pipe in South street.
- Sept. 7, 1915. The City Council. Regarding necessity for repairing Ladder House 4 and Engine House 14 of the Fire Department.

- Sept. 25, 1915. The School Committee. Recommending the abandonment of policy of borrowing money for land and buildings for schools.
- Oct. 5, 1915. The Mayor. Stating that if he considered it advisable to complete before cold weather certain sections of the high pressure water service installation on Winter and School streets, the commission would refrain from criticising him for so doing.
- Oct. 20, 1915. The School Committee. Recommending the sale of certain parcels of unused school land.
- Oct. 23, 1915. The City Council. Request for further time to investigate proposed transfer of \$200,000 loan from an itemized to a lump sum appropriation for the West Department of the City Hospital. (Parental School property.)
- Nov. 1, 1915. The City Council. Opposing transfer of \$200,000 loan from an itemized to a lump sum appropriation for the West Department of the City Hospital.
- Nov. 5, 1915. The City Council. Asking that action be delayed on transfer of \$200,000 from an itemized to a lump sum appropriation for the West Department, City Hospital, until a further examination of the buildings be made.
- Nov. 12, 1915. The Mayor. Forwarding testimony of John H. Dillon, chairman of the Park and Recreation Department, in regard to the loan order for \$200,000 for taking additional land for the Ward 19 Playground.
- Nov. 19, 1915. The Mayor. Forwarding testimony in regard to payment of laborers on the high pressure fire service installation.
- Dec. 8, 1915. The Mayor. Replying to request for investigation of alleged payment of less than \$2 a day to employees by city contractors for the removal of ashes, garbage, etc., and for furnishing teams and extra men.
- Jan. 1, 1916. The Mayor. Regarding bill of Harrison H. Atwood, for plans for proposed new building on site of old Probate Building.
- Jan. 19, 1916. The City Council. Requesting that final action on ordinance providing one day off in three for firemen be postponed.
- Jan. 31, 1916. The City Council. Regarding sites for convenience station on Boston Common.

Respectfully submitted,

JOHN R. MURPHY, *Chairman.*

JOHN F. MOORS.

CHARLES L. CARR.

JAMES P. MAGENIS.

JAMES M. MORRISON.

**PART II.**

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**OFFICIAL COMMUNICATIONS.**



COMMUNICATION TO THE COMMITTEE ON ORDINANCES  
*in relation to*  
REORGANIZATION OF THE HEALTH  
DEPARTMENT.

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Boston, January 28, 1915.

*To the Honorable the Committee on Ordinances of the City  
Council:*

GENTLEMEN,— The Finance Commission has studied the ordinance submitted by His Honor the Mayor to your honorable committee which seeks to reorganize the Board of Health by concentrating the power and responsibility in a single executive, and reports as follows:

The ordinance provides that the new executive is to receive a salary of \$7,500 a year and to have the power of appointment and of fixing the compensation of the chiefs of the five new divisions which are to be created within the department, as follows:

Medical division.

Quarantine division.

Sanitary division.

Clerical division.

Food inspection division.

This ordinance practically provides for a reorganization of the Board of Health, as proposed by the Finance Commission in 1909. At that time (1909) the former Finance Commission made a report (accompanied by a fuller report of a subcommittee) which recommended that the organization of a three-headed board should be maintained, because the experimental stage of a single health executive had not been passed, and submitted a plan whereby all the executive and administrative functions of the Board should be exercised by a single officer, the two other officials having advisory powers on matters affecting the administration of the health laws.

The executive official was to be chairman of the Board and was to receive a salary of not less than \$5,000. The other two members were to serve without compensation, and were if possible to be heads of city departments acting *ex officio*.

At the time of the making of that report the commission had made a study of those cities which had abandoned the old system of boards of health and had adopted the single commissioner. As the experiment, however, was new and had not demonstrated its success, the commission hesitated about advocating its adoption in Boston. The following are the cities in the United States which had at the time of the former Finance Commission's report or since then have adopted single health executives:

New York.	Philadelphia.
Baltimore.	Washington.
Los Angeles.	Portland, Ore.
Oakland, Cal.	Seattle, Wash.
Tacoma, Wash.	Kansas City.
Detroit.	St. Louis.
Duluth.	Buffalo.
Chicago.	Cleveland.

As far as the commission can ascertain, the change has worked successfully; not only have many cities of this country adopted the single executive but many medical societies, and those societies interested in sanitary conditions in Boston have approved of the proposed single commissioner for the administration of its health laws.

The Finance Commission has had a conference with two members of the Board of Health, Chairman Mahoney and Commissioner Gallivan, at which the following statements were made: Commissioner Gallivan said that the meetings of the Board are of short duration and that important matters, such as approving bills and pay rolls and the final approval of the yearly budget, are not brought before the Board as a whole

and finally approved; that the chairman has relegated to himself complete direction of the affairs of the Board and ignores his associates, and that no matters of importance or any vital problems affecting the health administration of Boston have been discussed at the Board meetings. He further said that while he is in name one of a commission of three members, the chairman by usurpation has really made it a single executive department. He believed that the City of Boston should have a single commissioner of national reputation as head of the Health Department.

The chairman of the Board said that Commissioner Gallivan, if he so desired, could have examined the bills and pay rolls, and admits that the department budget was not finally passed upon by the Board as a whole, although he claims that the budget itself was discussed.

As regards the other statements of Dr. Gallivan, the chairman practically denied them. He admitted, however, that about 1911 he borrowed some two or three hundred dollars from Dr. Crawford, a subordinate in the Health Department, and that later he paid it back. Dr. Crawford testified that the amount he lent to the chairman was \$333.33.

There were statements made to the commission to the effect that it was made so unpleasant for certain employees that they were forced to resign. Both Dr. Mahoney and Dr. Gallivan admitted that certain commissioners were not on speaking terms.

The commission believes that the Board of Health as at present organized, namely, with three coequal members, has demonstrated the weaknesses of such organization. As often happens in boards consisting of three commissioners, clothed with equal powers, there is division, lack of organization, and inability to produce the best results. The action of the chairman in borrowing money from a subordinate is to be condemned and is typical of the existing conditions in the Health Department.

The Finance Commission believes that the division of

vital statistics, which has been eliminated from the proposed reorganization, should be retained, inasmuch as the correct tabulation of the statistics of vital phenomena of the city is of great importance in showing the efficiency or inefficiency of the department in combating contagious and other diseases. Without such tables the completion of mortality statistics in its relation to population would be impossible.

The Finance Commission recommends:

1. That the quarantine service be transferred to the United States Government.

2. That a new division to be known as the vital statistics division be added to the ordinance presented by the Mayor.

3. That the ordinance submitted by the Mayor to your honorable body be adopted, with the following five divisions:

Medical division.

Sanitary division.

Food inspection division.

Vital statistics division.

Clerical division.

Respectfully submitted,

THE FINANCE COMMISSION,

by JOHN R. MURPHY,

*Chairman.*



COMMUNICATION TO THE MAYOR  
*in relation to*  
ANNUAL APPROPRIATION FOR THE SEWER  
SERVICE.

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BOSTON, February 16, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,— Complying with the request contained in your letter of November 28, 1914, the Finance Commission respectfully submits herewith detailed estimates of the amount of money that it believes to be the advisable appropriation from the tax levy for the maintenance of the Sewer Service of the Public Works Department for the fiscal year 1915-16.

The basis of the estimate is the division of the Sewer Service into the five natural divisions which are in charge of subordinates directly responsible to the engineer in charge. Although the proposed change will require somewhat more detailed bookkeeping methods, the system adopted gives the subordinate in charge of each division direct responsibility for the amounts to be expended under his direction and enables the engineer in charge and his superior, the Commissioner of Public Works, to follow more closely the details of expenditure from month to month.

As a result of the investigation of this commission, \$33,700.80 has been deducted from the original estimates of this division. The Finance Commission, after consultation with the officials of the department who made the original estimates, and who cooperated cordially in assisting the commission in this work, is satisfied that in the deductions which it recommends nothing essential has been eliminated.

For the success of this segregated budget it is clear

that each item of the estimate should be passed by the Mayor and the City Council as a special appropriation and that the Mayor and auditor should notify the head of the department that they will make no transfers between the items, unless absolutely necessary.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
 ANNUAL APPROPRIATION FOR THE SEWER  
 SERVICE.

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BOSTON, February 27, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,—The Finance Commission acknowledges the receipt of your letter of February 18, 1915, in which you say that you have gone over the segregated budget for the Sewer Service of the Public Works Department with the Commissioner of Public Works, “and believe that the elimination of certain articles stricken out by the Finance Commission may result in a considerable loss to the city in the matter of emergency work and in the matter of proper protection at the main branch or station on Massachusetts avenue.” You also suggest that Commissioner Rourke have an opportunity to consult with the engineer of the Finance Commission to consider the recommendations made.

In compliance with Your Honor’s request, the commission has gone over the detailed items of the segregated budget submitted with Commissioner Rourke and also with Mr. Quinn, the assistant chief clerk of the Public Works Department. After explanation Commissioner Rourke has agreed that the items which the Finance Commission has cut out of his estimate are unnecessary and that the amount allowed will be sufficient for the Sewer Service for 1915–16.

When the original tables were prepared for Your Honor it was deemed inexpedient by the representatives of Commissioner Rourke to furnish to the Finance Commission the figures covering certain transfers. Since then the figures of these transfers have been

prepared in detail by the same representatives of Commissioner Rourke. Because of this fact and the further fact that the figures of the original tables seem to have been misunderstood by the Commissioner of Public Works, it has been deemed advisable to prepare a new set of tables, which present in better form than the ones originally submitted the detailed figures of the appropriations considered advisable.

The totals of the original tables indicated the gross expenditures of the service. On account of an estimate of the probable transfers of the service (mentioned above), recently prepared by the officials of the Public Works Department, it has been possible to give in the recently prepared tables (herewith submitted) more nearly the actual necessary expenditures of the service.

The Finance Commission submits herewith the present tables and requests that they be substituted for the tables originally sent to Your Honor. The net expenditures of the service would be approximately the same whichever set of tables is used, the difference being that in case an appropriation were made according to the figures of the first set of tables a balance of approximately \$27,000, distributed among various items, would remain at the end of the year. If the more recent tables are adopted, a very small balance will remain at the end of the year. The actual expenditures, however, will be approximately the same in either case, and the commission believes that the amounts allowed will be sufficient for all the necessary work of the service.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
THE CITY BUDGET.

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BOSTON, February 27, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,—The Finance Commission has examined the requested appropriations of the Superior Court, Criminal Session, the Superior Court, Civil Session, and the Supreme Judicial Court for the County of Suffolk, for 1915-16, and reports as follows:

I. SUPERIOR COURT, CRIMINAL SESSION.

The budget for the expenses of the Superior Court, Criminal Session, which is borne by the County of Suffolk, is made up by the clerk of the court and includes not only the expenses of the office force directly under his control but also the estimated expenses of those divisions of the court over which he has no jurisdiction.

The budget as submitted by the clerk calls for an appropriation of \$211,975, and is divided into five parts as follows:

DIVISION.	Appropriation Requested.
1. Clerk's office . . . . .	\$31,700
2. Court expenses . . . . .	121,700
3. Probation office . . . . .	17,300
4. Stenographers . . . . .	15,000
5. District Attorney's office . . . . .	26,275
	<u>\$211,975</u>

The amount expended in 1914-15 by the Superior Court, Criminal Session, was \$172,818.13. The clerk of the court has stated to a representative of the commission that the court for the current year could live within the expenditure of last year (\$172,818.13),

inasmuch as no greater amount of work could be done in any year than was done in the past year.

The Finance Commission believes that in expending the appropriation for the Superior Court, Criminal Session, the clerk spends the money without reference to the itemized table submitted in that portion of the annual request for the appropriation for which he is responsible, and the same can be said of the other portions of the appropriation for which he is not responsible to a greater or less extent. The salary schedule may be increased at the discretion of the clerk or any of the various other items may be increased likewise and if the department is in danger of overrunning its limit of appropriated money, a request to the County Commissioners for an additional sum can be made.

The commission recommends:

1. That the budget as submitted by the clerk asking for \$211,975 be cut to \$172,000.
2. That the City Council should pass the appropriations for this court item by item, in order to preclude the use of the money for purposes other than those stated in the items of the requested appropriation.

## II. THE SUPERIOR CIVIL COURT.

The list of expenditures for 1915-16 for the Superior Civil Court was prepared by its clerk, under an annually written protest to the Mayor. The reason advanced for his protest is based on the claim that he is asked to make up a budget of expenditures over which he has no control. He cites, for example, the fact that he has no power of appointment or of fixing the compensation of the court stenographers or of the court officers. He further claims that the officials responsible for the appointments should be required to submit to him such expenses as come within their province. This condition has continued for a number of years without correction either by the Mayor or the City Auditor.

The budget, as prepared by the clerk of the Superior

Civil Court for that portion for which he is directly responsible, is not submitted on forms provided for the making of a detailed estimate but is forwarded on his official stationery and is not fully itemized. The amount requested for the fiscal year 1915-16 for the budget of the Superior Civil Court is \$356,748; the amount requested for the division for which the clerk is directly responsible is \$69,170. A comparison of the estimate of the actual expenditures for each year for the last four years shows that the budget figures submitted by the clerk do not come anywhere near the amount of money actually spent. Last year the County Commissioners appropriated the amount of money requested, namely, \$346,748, but were later called upon to make six transfers from other unexpended appropriations for other departments, ranging from \$1,037.07 to \$15,000, in order to cover a deficit of \$24,258.50.

The appropriation for the clerk's office division of the Superior Civil Court, for which the clerk is directly responsible, shows that he has annually exceeded the estimated amount for the hire of clerical assistants by sums varying from \$1,179 to \$8,580, which has been rectified by the City Council in conference with the Mayor, by increasing the amount requested to a larger sum.

In the report issued by the former Finance Commission on the administration of this court (Finance Commission Reports, Vol. I., pp. 417-425) it was stated that innovations had been made by the present clerk which would modernize and tend to bring the records currently up to date. In order to do this he had increased his office force of clerical assistants from twenty-three to thirty-four and his salary schedule for this branch of work from \$26,677 to \$34,532 a year. This increase in the number of clerical assistants, however, was a temporary arrangement, and the clerk at that time stated to a representative of the commission that "when the work of recording is brought up to date he will reduce the recording force to the normal

size." In 1907 the records, which had been neglected for many years, had been brought nearly up to date. The equity records for 1894, 1895, 1896 and 1897, the divorce records for 1900, 1901 and 1902, and the law records for 1901, 1902 and 1903 had been completed, and the equity records for 1898 and 1899 were nearly finished. The wisdom of the decision of the clerk to reduce his force to a "normal" size after the rush work had been completed was noted by the commission on account of the ever-increasing item of hire of clerical assistants, which was out of all proportion to the amount of business conducted. A comparison made by a representative of the Finance Commission of the receipts for entry of cases between 1907 and 1914 and the payment for hire of clerical assistants has been prepared and shows that instead of decreasing the force to "normal size" the clerical assistants have continuously increased from thirty-four to seventy\* in the space of seven years; and that the increase in salaries has been 68.5 per cent., while the revenue, which is the index of the amount of business carried on, has increased only 17.6 per cent.

The representative of the commission found that during the Christmas season the clerk of the court allowed each of the women clerks an extra \$5 for monthly allowance for December and \$10 to each of the two office boy messengers. The clerk's secretary, in the absence of the clerk, was asked to explain the reason for this extra allowance, and she stated that the clerical assistants did extra work, but of what nature and when "only the clerk himself might explain." The clerk furnished the commission with a statement that this payment for overtime work was due to his desire to have certain records and miscellaneous work completed by the first of the year. The list submitted with the statement gave ten hours' overtime to each of the seventy clerical assistants. When these assistants were absent from work for cause, it was stated that they made

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\* One clerk temporarily allowed to go a week ago.



up the overtime assignment by not taking time for their luncheon. The time assigned to these clerical assistants covered periods extending up to the first of January. They were paid their monthly salary, including the money for the overtime assignment, on December 23 and 24.

The Finance Commission believes that as the work was paid for before it was done and each clerical assistant worked the same length of time and received identically the same compensation, namely, \$5, that the clerk of the court expended the money of the City of Boston because it was the Christmas season and not because the extra work was necessary.

The Finance Commission believes that the position of the clerk of the court as regards the preparation of a budget for those divisions of the court over which he has no control appears to be consistent, yet in view of all the conditions a proper itemized budget could be prepared if he or the Mayor addressed a note to the justices of the Superior Court and to the Sheriff of Suffolk County, asking that an estimate of their expenditures be prepared and transmitted to the clerk for inclusion in his annual budget. If the clerk's budget for his own division had been prepared with care and study there would be greater consistency to his protest.

The Finance Commission further believes that the increase in clerical service is not warranted by the small percentage of increased business and is not in accordance with the statement made to the representative of the Finance Commission by the clerk of the court, namely, that the force of thirty-four clerical assistants would be reduced to a normal size after the rush work had been completed.

The Finance Commission recommends:

1. That the City Council should pass the appropriations for this court item by item, in order to preclude the use of the money for purposes other than those stated in the items of the requested appropriation.

2. That the clerk comply with his statement that "when the work of recording is brought up to date he will reduce the recording force to the normal size," or give adequate reasons for the maintenance of the clerical force at its present number.

### III. SUPREME JUDICIAL COURT FOR SUFFOLK COUNTY.

The requested appropriation for the current year for this court is \$43,510, or an increase of \$7,354.31\* over the estimated expenditures for 1914-15. The increase is divided as follows:

Office expenses . . . . .	\$3,754 31
Salaries of office staff . . . . .	3,600 00
	<hr/>
	<u>\$7,354 31</u>

It appears from an examination that the large increases asked for over 1914-15 are for jury fees, auditor's services, increased salaries, etc.

One item in the budget, however, calls for \$2,340 to be expended for further indexing of the early court records. This work was authorized by the following order:

*Ordered,* That the clerk of the Supreme Judicial Court be authorized under the direction of the committee of county accounts to arrange conveniently for examination and reference the early court files of Suffolk County, in substantially the same manner as the court files of Essex County have been arranged,— the expense, not exceeding \$10,000, to be charged to the appropriation for the County of Suffolk. (See City Council Minutes, 1883, page 492.)

The clerk states that as far as he is aware this order has never been revoked. There are 1,292 volumes of these records, which have been indexed by names substantially in the same manner as the court files of

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\* The addition in the submitted budget is incorrect; it should read \$7,294.31.

Essex County at a cost of approximately \$170,000. Under a former clerk a special index of all names appearing in the papers was begun and up to date about fifty volumes have been partially indexed in this special manner.

The clerk of the Supreme Court stated to the commission that the reason for the increased salaries to the clerks was that they might be paid in accordance with the amount received by the clerks doing similar work in other courts of the county. He further stated that it was necessary to have a custodian of the early court records and that the clerks who would be employed upon the special index of the records could also be employed in connection with the clerical duties of the court. According to his statement, when he assumed the duties of clerk the records of the court were three years in arrears and he had been unable with his present clerical force to bring the records up to date.

The Finance Commission believes that one of the regular clerical assistants should be assigned to the care of these early court records in conjunction with her regular office work and that the order of the City Council has been fully complied with as regards indexing these records "in substantially the same manner as the court files of Essex County." The Commission further believes that at the present rate of progress it will take seventy-eight years to complete this special index at a cost of \$315,000, and that the expense is not warranted by the results.

The Finance Commission recommends:

1. That the order of the County Commissioners of 1883 and all other orders extending the authority to do this special index work be revoked.
2. That a special appropriation not exceeding \$2,000 for temporary clerical assistants be made in order to cover the cost of bringing up the regular court records to date.

3. That the appropriation for this court be made item for item in order to preclude the use of the money for purposes other than those stated in the items of the requested appropriation.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE HOUSE OF REPRESENTATIVES  
*in relation to*  
 THE SALE OF LAND IN QUINCY.

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Boston, March 1, 1915.

*To the Honorable the House of Representatives:*

GENTLEMEN,—The Finance Commission desires to inform your honorable body that sec. 2 of Senate Bill 333, which is before you for passage and which seeks to give to the City of Boston the power to adjust taxes and to sell certain land belonging to it, but lying within the limits of the city of Quincy, constitutes a change in the present policy of the city for the sale of city land as provided in the charter amendments of 1909.

The charter amendments provide as follows:

All sales of land other than school lands . . . shall require a vote of two-thirds of all the members of the city council; and shall be passed only after two separate readings and by two separate votes, the second of said readings and votes to be had not less than fourteen days after the first. No amendment increasing the amount of land to be sold or the amount to be paid for the purchase of land, or the amount of loans, or altering the disposition of purchase money or of the proceeds of loans shall be made at the time of the second reading and vote. (Acts of 1909, ch. 486, sec. 2.)

The present bill seeks to change this provision by giving absolute power to the Mayor not only to fix the method of the sale of the Quincy land but also the terms and conditions. The commission believes that there is no good reason for such a change and is of the opinion that the existing provision for the participation of the City Council in the sale of city land was inserted in the city charter in order to provide a proper check upon the power of the Mayor. The fact that the land lies beyond

the limits of the city cannot be urged in justification for a departure from the established rule, because the Mayor on May 25, 1914, followed the usual custom in asking the City Council to authorize the sale of city-owned land lying in the town of Milton. Moreover, the bill would change the recently established policy of the city, whereby the proceeds of sales of land are to be applied to a reduction of the city debt. Such a policy was advocated by the present Mayor last year and it was due to his efforts that the City Council passed an ordinance providing for the application of money from land sales to a reduction of the city debt.

The Finance Commission recommends that sec. 2 of the pending bill be amended by striking out the whole of said section and inserting the following:

SECTION 2. After said payment has been made, the city of Boston may sell any portion of said land not necessary for public use, in accordance with the provisions of section 2, chapter 486, Acts of 1909.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
THE LAYING OUT OF DUNSTER ROAD AND  
HILL TOP STREET.

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BOSTON, March 1, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,—The Finance Commission has examined the proposed laying out of Dunster road, Jamaica Plain, as a public highway by the Street Laying-Out Department and reports as follows:

Dunster road runs from Centre street to a dead-end point slightly beyond Dane street in Jamaica Plain. The Street Commissioners propose to extend the road from the dead-end point to Pond street, on a line slightly bending to the left and then to the right as it approaches Pond street. The other part of Dunster road, *i. e.*, the part lying between Centre street and Dane street, has been developed and has a considerable number of apartment and private dwelling houses on it. The proposed extension will run through vacant land and will cut this land up in such a way that it will be difficult to use one part of the proposed street for development purposes, on account of the narrow strips of land left on one side of the street.

Furthermore, a new house is being built on the corner of Pond and Orchard streets which will cost about \$20,000. Although the line of the proposed taking avoids this house, the owner no doubt will claim heavy damages for the injury to his property.

One of the abutting owners who favors the extension of the street has a large lot of back land and will doubtless make a claim for substantial damages. No petition

for the extension was presented to the Street Commissioners, but at the time of the Finance Commission's inquiry it was informed that one was being circulated.

It is claimed by the Street Commissioners that the improvement is a matter of public necessity. If the Street Commissioners finally decide to lay out Dunster road as proposed, they will be following the same policy which characterized their action in the laying out of Hill Top street some time ago.

Hill Top street is located in Dorchester and runs from Granite avenue to Hallet street. It lies parallel to the tracks of the New York, New Haven & Hartford Railroad, a short distance from the boundary line of the city of Quincy, and runs through seventy acres of unimproved land which borders the lower courses of the Neponset river. No houses or manufacturing establishments have been or, so far as the commission has been able to learn, are about to be built upon this street. The land is hilly and will necessitate a sharp rise of grade in the proposed street. There are many unaccepted streets near Hill Top street, running parallel to it, upon which houses and dwellings have been erected, but the streets have not been laid out and are in a deplorable physical condition. At the hearing before the Street Commissioners on September 30, 1914, no one appeared in favor of the project, although later Henry F. Howe wrote a letter favoring the improvement, while John D. Graham, acting as trustee of the Dorchester Homestead Land Association, opposed only the change in the lines of the street as plotted out a few years ago.

The Street Commissioners apparently acted not as a result of a demand from the residents of this section of the city but on their own initiative. The Street Commissioners have stated that they were of the opinion that the street was necessary as a matter of public convenience and that they wished to see this seventy-acre tract of land brought into the market for manu-



facturing purposes. The cost to the City of Boston to date for this improvement is as follows:

Damages:

Marks Angell . . . . .	\$2,581 90
Thomas F. Reddy <i>et al.</i> , trustees . . . . .	940 40
Charles E. Hewins <i>et al.</i> . . . . .	291 69
Street construction . . . . .	23,900 00
Sewer construction . . . . .	5,905 00
	<hr/>
	<u>\$33,618 99</u>

The betterments which have been assessed are \$8,830.73, divided as follows:

Marks Angell . . . . .	\$2,024 86
Thomas F. Reddy . . . . .	6,295 57
Emma W. Bonnelly . . . . .	78 68
Jacob Logsdin . . . . .	250 74
Charles E. Hewins <i>et al.</i> . . . . .	180 88
	<hr/>
	<u>\$8,830 73</u>

The Street Commissioners state that while the assessment for sewers is \$5,905, they expect to recover this total assessment, but the consulting engineer of the Finance Commission is of the opinion that it will be impossible to do so.

Mr. Samuel Whinery, in a report made in 1908 to the Finance Commission, noted that cities, through the personal or political influence of individuals, aided by poor laws, were every year saddled with the cost of laying out and improving streets which were of no benefit to the general public, while they enhanced very largely the value of the property of a few private individuals.

The Finance Commission believes that if the proposed plan for laying out Dunster road as a public highway is followed it will entail heavy and unnecessary damages on the City of Boston, and that in view of the number of

unaccepted streets with which the district abounds, the improvement is not a matter of public necessity and must be characterized as a purely private development. Both the Hill Top street case and the proposed laying out of Dunster road disclosed the pursuit of a policy on the part of the Street Laying-Out Department which is not for the financial benefit of the City of Boston.

The Finance Commission recommends:

1. That the portion of Dunster road lying between Dane and Pond streets be not extended or laid out as a public highway.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE LEGISLATIVE COMMITTEE ON  
METROPOLITAN AFFAIRS  
*in relation to*  
CERTAIN IMPROVEMENTS AT OR NEAR THE  
MYSTIC RIVER.

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Boston, March 2, 1915.

*To the Honorable the Committee on Metropolitan Affairs:*

GENTLEMEN,—There are two bills pending before your committee, House Bills 1397 and 1398, upon which a hearing was to be held yesterday afternoon and to the passage of which the Finance Commission wishes to record its opposition. Neither of the bills has been submitted on petitions of the Metropolitan Park Commission nor of the city of Medford, but are the bills of a private individual, obviously intended to promote an improvement in which he is personally interested.

The first bill (No. 1397) seeks to have a special appropriation made for work which the Metropolitan Park Commission has been carrying on at various times for a number of years, when the department appropriation warranted it, but for which it never asked a specific appropriation. While this bill would hurry the completion of a small part of the parkway, the other bill (No. 1398) is designed for the furtherance of a purely local improvement, namely, the building of a bath house at the end of Foster's court. Foster's court and the proposed bath house adjoin the city of Medford playground, which is in an uncompleted and undeveloped state. This bath house would serve a purely local section and cannot be termed an advantage to the general metropolitan district. If the city of Medford desires a bath house at this location it should be provided for out of its own funds.

The total cost of these improvements would make an initial cost of \$18,000, of which Boston's share would be approximately 60 per cent., in addition to its annual *pro rata* share of the cost of the maintenance of the bath house.

In 1910 a bill providing for a somewhat similar object, viz., a bath house on the Mystic river in Somerville, was rejected by the Legislature on the ground that it was a local improvement and consequently should be financed by local funds.

The Finance Commission deems that both of these bills are for a purely local improvement and that the financial interests of Boston would be protected by an adverse report of your committee on these bills.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE COMMITTEE ON  
APPROPRIATIONS  
*in relation to*  
THE CITY BUDGET.

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Boston, March 3, 1915.

*To the Honorable the Committee on Appropriations of the  
City Council:*

GENTLEMEN,— The Finance Commission is in receipt of your invitation of March 2 to send a representative to attend the hearings of your committee in relation to the department appropriations for 1915-16.

The commission has made a study for the last two months of the requests of the various city departments and the County of Suffolk and, while it has not been able to make an examination of all the departments, it has examined several both of the city and county.

The commission believes that the amount of the budget submitted by the Mayor can be materially decreased and that there is opportunity for your committee to prune still further the requests for appropriations for 1915-16 of certain departments without affecting their efficiency.

The commission will not only comply with your request but will also, if the committee so desire, submit the results of its investigations as the department appropriations come up for discussion.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE GOVERNOR  
*in relation to*  
NEPTUNE ROAD.

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Boston, March 4, 1915.

HON. DAVID I. WALSH,

*Governor of the Commonwealth of Massachusetts:*

YOUR EXCELLENCY,— There is now pending before Your Excellency House Bill 1699, providing for the transfer of the control of Neptune road, in the City of Boston, from the jurisdiction of the "Park Department" (Park and Recreation Department) to that of the "Street Department" (Public Works Department). As there is no Street Department in the municipal organization of Boston, the commission presumes that the petitioner means the Public Works Department. The Finance Commission believes that there is no valid reason for the change of jurisdiction from one department of the city to another.

The bill itself, however, constitutes an invasion upon a policy long established by the city by which the Park Department was given jurisdiction and control over those parts of ways within 500 feet of a park or parkway. (See Acts of 1898, ch. 540.) By this act such control was given to the Park Department in order that the approaches to the parks of the city might be laid out and maintained in an artistic and harmonious manner, and to prevent the erection or encroachment of unseemly structures. Such a policy has been consistently followed since 1898, until to-day the system of Boston parks is a model in this country.

Neptune road is one of the avenues of approach to the Wood Island Park in East Boston and it will cost approximately \$28,000 in order to lay it out.

The commission believes that the bill is without merit, that it constitutes an invasion upon the present policy of the city and that it should be defeated.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE LEGISLATIVE COMMITTEE ON  
METROPOLITAN AFFAIRS

*in relation to*

THE USE OF WATER METERS IN BOSTON.

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BOSTON, March 4, 1915.

*To the Honorable the Committee on Metropolitan Affairs:*

GENTLEMEN,— The petition of Henry E. Burr (House Bill 1126), which is before your committee, seeking to except the City of Boston from those provisions of ch. 524, Acts of 1907, which required the metering of water furnished by the city, has been considered by the commission.

When the Legislature passed the meter bill of 1907 it undertook not only to conserve the water sources of the state but also to prevent the large waste of water in cities and large towns. Reports of the Public Works Department show that where metered service has been installed an immediate and marked decrease has resulted in the consumption of water in that particular locality and that, while the initial bills have been in many cases large, the nominal charge for water used has resulted when the owners and tenants were made to realize the necessity for care in the use of water and in attention to leaky pipes.

If some such preventive measures had not been adopted by the Legislature it is almost certain that the City of Boston would have been obliged to seek at great expense new and more distant sources of water supply. Such legislation as that of 1907 has helped to put off the day for this new water supply. Moreover, such a bill would entail a waste of all the money expended by the City of Boston upon the metered service.

For these reasons the commission wishes to be recorded in opposition to the bill.

Respectfully submitted,

THE FINANCE COMMISSION,

by JOHN R. MURPHY,

*Chairman.*



COMMUNICATION TO THE LEGISLATIVE COMMITTEE ON  
EDUCATION  
*in relation to*  
INCREASE IN MEMBERSHIP OF THE SCHOOL  
COMMITTEE.

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Boston, March 4, 1915.

*To the Honorable the Committee on Education:*

GENTLEMEN,— House Bill 1356, which is before your committee, is similar to others which have been rejected by legislative committees in the last five years. The Finance Commission feels that there is no demand on the part of the citizens of Boston for a change in the membership of the School Committee and that the best interests both of Boston and its school population will be served by a continuation of the present number on the School Board. The vote of the City of Boston against a larger City Council emphasizes this fact.

The commission is opposed to an increase in the membership of the School Committee of the City of Boston because of the fact that, after a long and exhaustive investigation in 1911, it found that the present membership of five was carrying out successfully the administration of the school system.

In order that your committee may be acquainted with the results of the investigation of the school system made by the commission, it transmits herewith a copy of its report.\*

The commission wishes to be recorded in opposition to the bill.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

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\* See Finance Commission Reports, Vol. VII.

COMMUNICATION TO THE CITY COUNCIL  
*in relation to*  
 PAYMENT OF MONEY TO ANNA KENNEDY.

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BOSTON, March 13, 1915.

*To the Honorable the City Council:*

GENTLEMEN,— The Finance Commission desires to call your attention to special act, ch. 78, which has recently become law and which provides for the payment to Anna Kennedy, widow of John F. Kennedy, formerly a Schoolhouse Commissioner of Boston, of a sum of money equal to the amount of salary to which Mr. Kennedy would have been entitled as Schoolhouse Commissioner had he lived to complete his term of service. This bill takes effect upon its acceptance by your honorable body, and in order that you may be acquainted with the facts in this case the Finance Commission presents the following report.

John F. Kennedy became Schoolhouse Commissioner on June 2, 1910, at a salary of \$3,500 a year, and served in that capacity for three years. He was reappointed to the same position on February 3, 1913, three months before his first term expired. The second term of service commenced on June 1, 1913, and had he lived would have ended on June 1, 1916. He died, however, on August 20, 1913, from diabetes, from which he had suffered for some years and on account of which, during the last six months of his service, he had been absent continuously from the Schoolhouse Department. The period of his unexpired term, therefore, amounts to two years and nine months. The wording of the bill covers this unexpired term and would permit Mrs. Kennedy to collect from the city his salary for this time, a total of approximately \$9,722.

A search of the probate records was made by a representative of the commission, and it was found that Mr. Kennedy made a will leaving all his personal and real estate to his wife, Anna Kennedy, designating her as executrix. Mrs. Kennedy qualified as executrix and filed a bond for \$10,000. The petition also stated that Mr. Kennedy left two boys, who are now about sixteen and eleven years of age.

An inventory of the estate shows that the deceased was in possession of cash amounting to \$6,802.77, but no real estate.

The commission believes that the bill is vicious in principle, unmeritorious, and involves a gratuitous payment of approximately \$9,800 by the City of Boston. It recommends that the City Council reject the bill if it is presented to it for acceptance.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE SENATE  
*in relation to*  
FEES FOR RECORDING LIQUOR LICENSES.

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BOSTON, March 23, 1915.

*To the Honorable the Senate:*

GENTLEMEN,— There is pending before your honorable body for its third reading Senate Bill 123, which provides that fees received for recording liquor licenses, and all other fees received at the office of the Licensing Board of Boston, shall be paid into the treasury of the city. This is the second time that such a bill has been presented to the Legislature by the Mayor of Boston, in order to obtain those fees which are received by the secretary of the Licensing Board in the course of his employment and which are retained by him for his private use.

The bill of last year, although reported favorably by the legislative committee, was defeated in its third reading in the Senate. The present bill has been on the calendar of the Senate for the last week, but action has been postponed from last week to the present day.

The fees collected by the secretary amount to \$1,500 annually, and the commission feels that your honorable body will pass the bill if you know the facts connected with the petition of the city. It accordingly offers the following statement:

From the organization of the Boston Licensing Board in 1906 up to the year 1913 the fees collected were paid over to the city treasury, but on February 26, 1913, upon the advent of new members to the Board, a vote was passed in effect authorizing the secretary to retain the fees. In the same year the salary of the secretary was increased by ch. 715, Acts of the year 1913, from \$2,500 to \$3,000. This salary, with the recording fees, amounts to approximately \$4,500, which is \$500 a year

more than the salary of the chairman of the Licensing Board, and \$1,000 a year more than that of the associate members. The committee which reported the increase of salary was not informed of the ruling of the Licensing Board of February, 1913, allowing the secretary to retain the fees, but in conjunction with the Governor, who signed the bill, assumed that the secretary was not entitled to the recording fees.

The work of collecting these fees is incident to the work of the secretary of the Board, and the commission can see no good reason for the further retention of these fees by the secretary.

The commission recommends:

That the bill submitted by the Mayor be passed.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE LEGISLATIVE COMMITTEE  
ON MUNICIPAL FINANCE  
*in relation to*  
AN INCREASE IN THE TAX LIMIT OF BOSTON.

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BOSTON, March 27, 1915.

*To the Honorable the Committee on Municipal Finance:*

GENTLEMEN,—The Finance Commission begs to report as follows with regard to Senate Bill 391, accompanying the petition of the Mayor of Boston that the city be authorized to make special appropriations from taxes for certain purposes, instead of borrowing money therefor. The bill as printed adds \$2 to the present tax limit and forbids borrowing for any purpose. The Corporation Counsel has provided a new sec. 4 to be added to the bill, which provides as follows:

Section 4. No petition shall hereafter be presented to the general court by any officer, department or board of the city of Boston requesting authority for the city to borrow money unless the city council, or the school committee, by two-thirds vote of all the members, taken by yeas and nays, votes to have such petition presented and said vote is approved by the mayor, and unless the authority requested is for one of the following purposes, viz.:—

1. Providing facilities for rapid transit.
2. Providing for a public building, the estimated cost of which, including the land, is one million dollars or more.
3. Providing for the laying out, widening, altering or relocating of a highway, the estimated cost of which, including the land, is one million dollars or more.
4. Providing for the construction, reconstruction, or relocation of a bridge, the estimated cost of which, including the land taken in connection therewith, is one million dollars or more.

If the bill passes the Legislature it must be approved by the Mayor and City Council, and afterwards by the voters of the City of Boston at the state election in November, 1915.

The following amendments to the bill have been suggested by the committee on municipal and metropolitan affairs of the Chamber of Commerce, and are acceptable to His Honor the Mayor:

1. That the \$2 increase in the tax rate be prorated in equal amounts over the tax rates of 1916 and 1917.

2. That a new section be drafted and incorporated in the bill providing in substance as follows:

(a.) For the issue in 1916 of a new series of bonds to be known as "Cash Basis" bonds to the amount of \$1,500,000 (*i. e.*, one-half of the amount annually borrowed).

(b.) That these "Cash Basis" bonds will be issued with the express condition that during their term no further bonds shall be issued by the City of Boston except as provided for in the act itself.

3. That subsections 2, 3 and 4 of sec. 4 of the Mayor's amended bill be revised so as to contain the following limitations:

2. Providing for the construction of some permanent public improvement, which must be certified in writing, signed by two-thirds of the entire membership of the City Council (or of the School Committee, as the case may be) and approved by the Mayor, to be of a nonrecurrent character and of an estimated cost of not less than one million dollars for the improvement considered as a unit, and to be incapable of being advantageously constructed in annual installments.

3. Providing for some extraordinary, unforeseen emergency, such as a conflagration or flood, certified in writing by all the members of the City Council and by the Mayor to be such.

The bill with the amendments does away with the present distinction between loans inside and outside the debt limit; provides from the increased tax limit for improvements now made from loans inside the debt limit, and forbids city officials from petitioning for the right to borrow except according to the exceptions mentioned.

The taxpayers of Boston are not only threatened with the increase of \$2 in the tax rate through the legislation proposed in Senate Bill 391, but two other bills now before the Legislature threaten still further increases, one providing for increased pensions to school teachers, which, if enacted, will add 5 cents to the tax rate, the other for the support of public education in other cities and towns of the state. If this latter bill is enacted Boston will be obliged to contribute approximately \$500,000 as a result.

After a conference with the Corporation Counsel the Finance Commission believes that while the present request of the Mayor raises the tax limit to \$12.55, it is probable that a further request will be made to increase it to \$13.

In neither the Mayor's bill nor the amendments proposed by the committee on municipal affairs of the Chamber of Commerce is there any suggestion that the state, county and metropolitan district expenses are to be in any way curbed, although the amount of Boston's share of the state tax has increased from \$1,880,395 on January 31, 1911, to \$2,878,750 on January 31, 1915. Without a new standard of economy in these three items, the taxpayers of Boston will, under the proposed legislation, be adding \$2 a thousand to the burdens they already carry, without any compensating prospect that the city will be substantially better off.

The bill cannot under the Constitution forbid a citizen, not an officer of the city, to petition either for a repeal of the law or for the issue of the prohibited loans. The commission does not believe that the limitation written into the proposed bond issue will be an adequate protection. The recent action of the city and the Legislature in regard to the contract for the East Boston Tunnel bonds does not encourage a belief in the permanency of such protection.

The project of increasing the tax limit to provide for a "pay as you go" policy is not new. By the Statutes of



1900, ch. 399, the tax limit fixed by the Act of 1885 was raised from \$9 to \$10.50 on the thousand of the average valuation for the preceding three years, less abatements to December 31. When this act was before the Legislature its advocates promised that many expenditures on the border line between the permanent and the temporary would, if the tax rate were increased, be defrayed in future from taxes and not from loans. (Finance Commission Reports, Vol. I., p. 115.)

In 1907 the Finance Commission stated that this promise had not been kept and that expenditures of this class were still being defrayed from the proceeds of borrowed money. On January 30, 1909, the Finance Commission stated in its report, "As indicated in prior reports, the borrowing capacity of the city within the debt limit, so called, has come to be regarded as so much money to be spent in addition to the tax limit for current purposes and the further necessities of the city have been met by constant application to the Legislature for leave to issue bonds outside the debt limit. Between the passage of the debt limit law of 1885 and January 31, 1908, the sum of \$67,211,600 (exclusive of water loans) was borrowed by the city under special laws authorizing loans outside the debt limit." Of this amount only \$13,570,700 was for rapid transit purposes.

In 1908, to provide pensions for school teachers, 5 cents was added, making the tax limit for city purposes \$10.55.

On January 30, 1909, the Finance Commission in a communication to the Mayor and City Council, relative to the city debt, recommended:

That no further money be borrowed outside the debt limit for any purposes except for rapid transit purposes.

As a result of this report the Legislature passed ch. 315 of the Acts of 1909, which revoked all authority previously given to the City of Boston to borrow money outside the debt limit, except for rapid transit purposes.

Since the passage of ch. 315 of the Acts of 1909 the

Legislature has authorized the City of Boston to contract the following loans — only two of these loans, those for the widening of Avery and Pleasant streets, have been accepted by the city:

\$500,000 a year for five years, a total of \$2,500,000, inside or outside the debt limit. (The so-called Horgan Act.)

1,500,000 for the widening of Avery street.

900,000 for the widening of Pleasant street.

100,000 playground, Ward 5 (appropriated inside debt limit).

500,000 widening of Washington street, West Roxbury. (Permissive bill, but not accepted by the city.)

It was maintained by the then Mayor that because of the acceptance of the so-called Horgan Act by the voters the City Council should borrow the amount outside of the debt limit. The Finance Commission claimed that the wording of the act permitted the city to borrow within the debt limit, and the City Council agreed with the Finance Commission.

Under the constant vigilance of the Finance Commission and its urgent representations both to the Legislature and the city government, there has been a radical improvement in the conduct of city affairs from the point of view of excessive borrowing. A wholesome tradition has grown up against borrowing outside the debt limit, and borrowing inside the debt limit has been much more conservative than in earlier years. Thus the proposed legislation is aimed at an evil which once existed but is now largely cured.

Since the passage of ch. 315 of the Acts of 1909 on the recommendation of the Finance Commission, the net debt of the City of Boston, exclusive of rapid transit, has increased from \$58,102,433.15 on January 31, 1909, to \$58,625,339.80 on February 28, 1915, or a total of only \$522,906.65. It is to be noted, however, that of this debt, \$753,850 is on account of the annexation of Hyde Park in 1912. If this Hyde Park debt which

Boston assumed at the annexation were deducted from the present net indebtedness, the present city debt would be \$57,871,489.80, or an actual decrease in the net indebtedness of the city since 1909.

Moreover, the increase in valuation of the city of \$193,403,181 in 1914 over the valuation of 1909 yields \$3,384,555.65 more in taxes on the \$17.50 rate. The estimated income from sources other than taxes in 1914 over that of 1909-10 was \$1,192,144.38, making a total net increased available income to the city of \$4,576,700.03 over the year 1909-10. Even if the increase of state and metropolitan district assessments for 1914-15 over those of 1909-10 is deducted from this increased income, it will leave a net balance of \$3,576,269.75 for city purposes over the amount available in 1909-10.

At the present time the city tax rate (\$17.50) as distinguished from the city tax limit (\$10.55) is made up as follows:

For general city purposes . . . . .	\$6 37	
For support of the school system . . . . .	4 18	
	<hr/>	\$10 55
For interest and sinking funds, state, county and metropolitan district assessments (or the largest of the three items) . . . . .		6 95
	<hr/>	
Total . . . . .		<u><u>\$17 50</u></u>

The School Committee for the last three years has returned to the city government for general city purposes 10 cents of the \$4.18, or a total of \$150,000 a year.

During the last ten years the amount of this \$10.55 available for city departments which are under the control of the Mayor has by legislative acts been decreased from \$7.54 to \$6.37 on a thousand, while that portion of it available for school purposes has been increased from \$2.96 to \$4.18 a thousand. Of late years the expenses of the School Committee have increased rapidly. This increase has been mostly due to

the increased salaries of teachers, to pensions, to the introduction of school nurses and to physical education, repairs to schoolhouses and the purchase of land and erection of new buildings, the first three items being largely mandatory on the School Committee as a result of special legislation. This increase in the cost of public education in the city has tended to contract the amount available in the departments under the control of the Mayor.

In 1911 the Finance Commission, of which the present Corporation Counsel was then the chairman, reported as follows:

That, if necessary, the Legislature be asked to grant a larger appropriation for school purposes. This can readily be done without materially raising the tax rate, if reasonable economies so often recommended by the Finance Commission be introduced in other municipal departments. Waste, due to political methods in other departments, should not be allowed to absorb the money needed by the child.

The economies recommended at that time by the Finance Commission for city departments were not adopted.

The Finance Commission has examined this year some of the county offices (namely, those of the clerks of the Supreme, Superior Civil and Superior Criminal Courts) and certain of the city departments and has prepared a special budget for the Sewer Service. The results of its examination warrant the belief that with reasonable economy at least half a million dollars could be eliminated from the annual appropriation bill over the amounts allowed by the Mayor. In order to make the saving it would not be necessary to cut down either the number or the present compensation of the employees.

Not only is this true of the present budget but it is equally true of last year's budget, when the present

Corporation Counsel was chairman of the Finance Commission, the commission reporting as follows with regard to the Public Works Department:

The commission believes that at least \$350,000 a year could have been saved by the department without reducing the number or compensation of the employees. If there had been a genuine consolidation and if business methods had been strictly applied and superfluous and inefficient employees had been eliminated, at least \$1,000,000 a year could have been saved. (Finance Commission Reports, Vol. IX., p. 34.)

An increase of \$2 in the tax limit has certain disadvantages, not only to taxpayers generally but especially to real estate holders. The Finance Commission some time ago had a special investigation made of the assessed values in parts of the city as compared with the selling values. The results of this investigation, together with the opinions expressed by various real estate authorities, show that apart from the North End and the business district the assessed values are as a whole greatly in excess of the market values. Some authorities have stated that at least two-thirds of Boston realty is overvalued and one-third undervalued. This condition practically means at present a tax rate of at least \$20 a thousand for the portions of Boston that are over-assessed. A prominent real estate authority has stated that the present tax in Boston is already a heavier mortgage on earnings of real estate than is the case in other large cities of the country. A notable example which he points out is the fact that on similar business property in Boston and Chicago the percentage of tax to net earnings is 29 for Boston and 13½ for Chicago.

In the business section long leases are the rule, in some cases the landlord paying the taxes, in other cases the tenant. Under either form of contract the increase of over 10 per cent. in the tax rate will prove a heavy burden, of which neither party to the contracts had any

warning at the times when the contracts were made. Other parties affected will be the owners of their own homes and their tenants.

Already the tax rate in Boston is so high that great numbers of rich people, who look upon Boston as their real home and call themselves Bostonians, are making their legal residences at seashore resorts and other places, where the tax rates are peculiarly low. A further exodus is almost sure to follow a substantial increase in the Boston tax rate, and thus the burden on those who continue to maintain their legal residence in Boston will be heavier.

One of the incentives for the development of industries in any city is the fact that the taxes are low and the general financial condition of the city such that low taxes can be counted on for many years to come. If the tax rate is to be increased \$2 or more in the thousand, or over 10 per cent. more than the present rate, the prospect of Boston securing manufacturing plants will be greatly impaired.

Those who favor Senate Bill 391 state that it inaugurates a "pay as you go" policy, which will eventually reduce the debt and after a few years of increased taxes will reduce the annual rate of taxes. In making this claim, however, it must be assumed that the portion of the taxes which is assessed on account of the state, county, metropolitan and other elements which make up the annual tax charges will not be increased. While Boston in the past has been responsible for some of this increase, the responsibility for a part of it rests also upon the state.

Any plan which has as its object a reformation of the present financial conditions in Boston in order to be successful must carry with it a reformation of the state, county and metropolitan portion of the taxes which Boston pays. The "pay as you go" policy advocated by the supporters of the bill can only be tested after the bill in question has been passed and in operation for a series of years. This cannot be done with any surety

except by a constitutional amendment limiting the tax rate. Some states have at the present time a constitutional limitation upon the tax rate, that is, the amount of taxes to be raised by the state (except in extraordinary emergencies), by the counties, cities, towns and villages is limited to a certain percentage of their respective valuation. It is claimed that this practice has worked successfully.

The commission at this time does not advocate such a drastic measure in Massachusetts as a constitutional amendment limiting the tax rates of the state, counties, cities, towns and villages as a necessity. It believes, however, that there is great danger that, if the proposed legislation be enacted, the increased tax rate will become permanent, the borrowing in time will be resumed, and the experience of 1900 will thus be repeated. If the past financial policy of Boston is any criterion, such a result is inevitable.

The proposed legislation would not only commit the city to a "pay as you go" policy but would leave it with the burden of repaying the loans of the past. Both city and state have been very extravagant of late years. Until about twenty years ago the tax rate was much lower than now and fairly uniform, the tax levy in 1885, and ten years later in 1895, having been the same amount, \$12.80 in a thousand. Since then, notwithstanding a system of excessive valuation in large sections of the city, it has increased to \$17.50, and it is now proposed to increase it to \$19.50 and to much higher figure on a basis of true values. If such a burden is now imposed upon the city, Boston will be heavily handicapped in competing with other large cities in the country which have a much lighter burden.

The present financial condition of Boston is the result of a policy extending over a long period of years made up of indiscriminate borrowing both within and without the debt limit, prior to the investigation of the original Finance Commission, and of increased state, county and metropolitan expenses. It is now proposed not

only to throw into taxes all these current expenditures but also to add the further burden of repaying the loans which have kept down the tax rate in earlier years. Boston has in the past spent from loans more money for current expenses than it should have.

The Finance Commission is convinced that it is far better to economize in such matters as are within the control of the state and city governments than it is to increase the power of the city to spend more within the tax limit. While the state and city expenses continue to grow there is no satisfactory prospect that the added burden which it is now proposed that the taxpayers shall take upon themselves will ever be reduced. In the past it has been found that a low tax limit has been a great protection against extravagance in administering the affairs of the city. The commission is convinced that this protection should continue.

The commission opposes this measure both in its original and in its amended form, notwithstanding the fact that in the judgment of the commission the "pay as you go" policy in general is fundamentally sound. The following are the reasons for the opposition of the commission:

1. To a great extent the purposes of the bill can be accomplished without a change in the tax limit by the introduction of business methods and rigid economy in city affairs.

2. Another great saving may be made by retrenchment in state, metropolitan and county expenses.

3. The mistakes of the past cannot be corrected in a night by the present taxpayers without unnecessary burdens being placed upon them and at a time when such burdens are hard to bear.

4. The experience of the city in the years following the legislation in 1900 has indicated that a policy of retrenchment will not be maintained as a result of such legislation.

5. The experience of other cities shows that such an increase of income from taxes without more rigid permanent limitation on borrowing than is now proposed will result in a period of extravagance.



6. The present tax limit has been a check to extravagance and the present tradition against borrowing outside the debt limit has been a further check since 1909.

7. The argument that a saving in interest will be made through such legislation as is now proposed is fallacious, because the taxpayers individually will lose in interest more than the city saves, inasmuch as they cannot borrow as cheaply as the city.

8. The proposed increase in the tax rate will tend to discourage new industries from locating in Boston.

9. The proposed increase in the tax rate will disturb greatly both business and real estate interests.

10. The proposed increase in the tax rate will tend to drive personal property taxpayers to low tax communities.

The Finance Commission respectfully recommends that the bill be given "leave to withdraw."

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE CITY COUNCIL  
*in relation to*  
GRATUITOUS PAYMENTS OF MONEY TO  
WIDOWS OF DECEASED CITY EMPLOYEES.

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Boston, March 29, 1915.

*To the Honorable the City Council:*

GENTLEMEN,— There are pending before the committee on claims and the executive committee, respectively, two orders providing for the payment of money to widows of deceased city employees. The first order provides for the payment of \$500 to Mary Power, the widow of Richard Power; the second for the payment of \$3,000 to Annie B. Connor, the widow of Daniel Connor.

In order that you may be acquainted with the facts relating to these cases, the following report is submitted:

1. MARY POWER CASE.

Richard Power, the deceased, was employed by the Sanitary Department of the city in 1908, in the capacity of driver of a paper wagon. On July 2, 1908, as his team was in the act of turning out to pass another wagon, it was run into by a wagon of the Packard Company — an express company — throwing Mr. Power to the ground and breaking the upper part of his leg. He died as a result of the injury on July 30, 1908, leaving a widow and four children, all of whom are over twenty-one years of age.

His estate sued the Packard Company for the injury and obtained verdicts of \$2,250, but execution on the same was never issued, for the reason that the Packard estate was insolvent.

Seven years after the accident his widow now petitions to have the City of Boston assume the liability

for an accident which cannot be enforced against a private individual and for which the city was in no way at fault.

## 2. ANNIE B. CONNOR CASE.

The second case seeks to obtain \$3,000, or the equivalent of the benefit of a life insurance policy, from the city for the death of Daniel Connor. Mr. Connor was employed in the Sanitary Service of the Public Works Department as a "veterinarian's nurse," and on April 21, 1913, while assisting at the treating of a horse, was kicked in the stomach and died within forty-eight hours from rupture of the intestines.

He left a widow and five grown children, four daughters and a son. That Mrs. Connor was not left destitute is shown by the probate records of Suffolk County, which state that Mr. Connor left real estate of the value of \$3,500 and personal estate valued at \$2,712.03, or a total of \$6,212.03.

Both these bills are only samples of the many which have passed the Legislature this year and which will undoubtedly be presented to the City Council for acceptance and for an appropriation.

While the commission sympathizes with the beneficiaries of the bills in the loss of members of their families, the question of public policy involved in such bills must be definitely settled by the city, as the number of these bills is increasing annually. The City of Boston has already established in the Police and Fire Departments a policy of allowing a certain annual stipend to the widows of their employees killed in the performance of duty, but such a policy finds its foundation in the extra hazardous employment that policemen and firemen are called upon to perform, and public opinion has virtually agreed that such a policy is beneficial and worthy.

No such principle is involved in the present cases, nor could the employment of either of the deceased be characterized as hazardous or extra hazardous.

If the city is to extend the policy of beneficial payments to widows or dependents of all city employees, it will impose on Boston a burden that is not warranted by its financial condition.

The commission is convinced that the beneficence of the city should be limited to the Police and Fire Departments, where the occupation of the force may be termed extra hazardous. For the reasons above stated the commission recommends that no further action be taken on the Power or Connor bills.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE COMMITTEE ON APPROPRIATIONS  
in relation to  
THE CITY BUDGET.

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BOSTON, April 6, 1915.

*To the Honorable the Committee on Appropriations of the City Council:*

GENTLEMEN,— Under the charter amendments of 1909 the duty of framing the city budget devolves on the Mayor, the City Council having only the power to accept, to reduce, or to reject it, but no power to initiate it or to increase its items. This duty of the City Council is one of the two most important duties devolving upon it, the other being joint action with the Mayor in the passing of loan bills. The latter function has been conscientiously and successfully performed by each City Council since the charter amendments.

The City Council has never had presented to it a well conceived budget, and hence has never had an opportunity to do its full part in the preparation of the budget. This year, however, it requested the Finance Commission to help it, in an order dated March 23, 1914. Since then the commission has done all that time would permit in carrying out the desire of the council as then expressed to it.

Both in formal communications through the Mayor and by informal conferences with the City Council the commission has submitted the results of its labors.

The duty placed upon the City Council in connection with the budget is so important that the commission trusts that the council will not be diverted from the preparation of a proper budget by attacks on this commission by His Honor during its efforts to help the council.

This year the Mayor has continued the old practice of making horizontal cuts in the budgets prepared by the various departments, thereby leaving the council without the necessary information on which to act intelligently.

As a result of the request from the City Council of March 23, 1914, and with the approval of the Mayor under date of November 28, 1914, this commission prepared a segregated budget of the Sewer Service, showing that \$33,000 might be saved in this service alone, but this report of the Finance Commission does not appear in the message of the Mayor recommending appropriations and tax orders for 1915-16. The commission commends it to the serious consideration of the City Council.

Since then the commission has made such a study as time has permitted of sixteen city and county departments out of a total number of sixty-two that make up the budget of the City of Boston, and transmits herewith its findings, such action having been requested by your honorable body.

In making the estimates contained in these reports the commission has proceeded on the basis that no employee, whether laborer, clerk or higher official, in the employ of the city at the end of the last fiscal year was to be discharged or was to have his pay reduced, and has allowed for increases in salaries which were provided for under schedules which have been honestly adhered to.

In the departments where no cuts have been recommended, the appropriation for them will be sufficient to take care of superfluous employees who may be transferred from other divisions.

In the reports of the departments in question the chief officials of the departments estimated that the amount of money they needed was \$8,748,758; His Honor the Mayor recommended \$7,475,075, and the Finance Commission recommended \$7,041,151.62, a further reduction of \$433,923.38.

The commission has partly obtained its information directly itself and partly through its experts, believing that it should employ such methods as in its judgment will produce results. It would be obviously a waste of time to interview the head of a department whose estimate had already been cut by His Honor the Mayor and expect him to admit that a still further cut should be made by the recommendation of the Finance Commission. It would be a further waste of time to interview some heads of departments in whom the Finance Commission has no confidence. Many heads of departments get the information upon which they base their estimates from their executive clerks or other subordinates. This is especially true of heads lately appointed with no experience in municipal affairs. The information which the Finance Commission received through its experts, in its judgment, is more reliable than that which the heads of departments receive from their subordinates, judging from the estimates for the budget which they submitted to His Honor.

It was an expert of the Finance Commission, for example, who discovered the fact that the estimate of the Superior Criminal Court was padded to the extent of \$39,000, and it was upon that expert's report, forwarded by the commission, that His Honor the Mayor corrected the error in his estimate of \$211,975, which was contained in his original communication to your honorable body. The errors which His Honor claims to have discovered in a memorandum submitted by the chairman of this commission to your honorable council would be found, if his examination had been a little more thorough, to have been not errors on the part of the Finance Commission but errors of his own making.

The commission trusts that the City Council will not be diverted by the accusation that the commission has not performed this work with its usual "care, deliberation and thoroughness." The commission proposed that \$900 in the item for pensions in the Building

Department estimate should be cut off. The Mayor takes the commission to task for this proposition, saying, "I cannot understand how this can be saved unless the commission has evidence that the pensioner is dead." The truth is that this item appears by error both in the pay roll schedule and in the pension schedule, whereas it should have appeared only once, *i. e.*, in the pension schedule, and the commission's recommendation was that this duplication should be rectified.

Again, the Mayor is grossly unfair to the commission by ridiculing it in his message as follows:

#### SUPERIOR CRIMINAL COURT.

The estimate was \$211,975. I allowed this in the first instance, but later reduced the allowance to \$172,975. The commission recommends that it be reduced to \$172,818. I have no objection to this reduction of \$157.

The Mayor knew that the Finance Commission had never made a recommendation for a reduction of \$157. The truth is that the reduction of \$39,000, for which the Mayor takes the credit to himself, was made on information furnished him by this commission that the requested appropriation for the department had been intentionally padded to this extent.

To substantiate further his accusation that the commission has not acted with its usual "care, deliberation and thoroughness," the Mayor makes the following statement with regard to the commission's recommendation that \$3,000 be cut from the allowance for the Smallpox Hospital:

The commission recommends that \$3,000 be cut from the allowance of \$3,025 for the Smallpox Hospital. This seems to be on the assumption that the hospital will remain for the whole of the present year in charge of the City Hospital Trustees, but the chairman of the Board of Health states that the Smallpox Hospital will be taken over this year by the Board of Health and, therefore, it will be impossible to make a reduc-



tion of \$3,000. The commission could have ascertained this fact if it had interrogated any of the members of the Board of Health.

The truth is that the then acting superintendent of the Hospital Department informed the commission that that department would retain this hospital during the year and the Health Department would not be called upon to stand any of the expense for its maintenance.

The commission could go much further in enumerating erroneous statements made by His Honor, ostensibly, to quote his own language, "to emphasize the need of greater care by the Finance Commission in the publication of its reports."

Shortly after the present Mayor entered office he cut down 5 per cent. of many salaries which had been increased by his predecessor just before the expiration of the latter's term of office. Later the whole salary question was referred to the Finance Commission by His Honor, and this commission made a tentative report, offering to go further if the money needed was provided. The matter was thereupon referred by His Honor to the Statistics Department, which has not yet reported. When it does report, the subject should, in the judgment of the commission, be considered as a whole according to some definite plan and not by piecemeal. If it is found advisable to make restorations or increases in salaries additional appropriations should be made for that purpose.

The Finance Commission in offering its recommendations in reference to this whole subject recognizes that it has no executive authority to enforce them, and that if anything is to be accomplished along the lines of economy it must be with the hearty cooperation of the Mayor, the members of the City Council, and especially of the heads of the various departments. It has seen no indication of such cooperation on the part of most of the heads of departments. Were it not for the power which the City Auditor possesses to make

transfers at the end of each fiscal year, many heads of departments would become liable under sec. 16 of the charter amendments, which is as follows:

Section 16. No official of said city, except in case of extreme emergency involving the health or safety of the people or their property, shall expend intentionally in any fiscal year any sum in excess of the appropriations duly made in accordance with law, nor involve the city in any contract for the future payment of money in excess of such appropriation, except as provided in section six of this act. Any official who shall violate the provisions of this section shall be punished by imprisonment for not more than one year, or by a fine of not more than one thousand dollars, or both.

The Mayor in his message indicates that it is still his desire to have the tax limit raised in order to provide more money for city purposes. The commission believes that it is because of that fact he opposes the economies proposed by the commission. The Finance Commission is opposed to a further increase in the tax limit. It is convinced that if an intelligent and economical budget had been submitted by the heads of departments, and a proper investigation had been made by the Mayor, it would not be necessary even to discuss the question of a higher tax rate.

The Finance Commission has investigated the estimates of sixteen departments with a total expenditure of \$8,748,758. The remaining departments under the control of the Mayor, which for lack of time have not been examined, requested for the year 1915-16, \$16,339,581.39.

The Finance Commission believes that it would be a warranted assumption that the ratio of reduction found possible in the departments examined can be extended to the estimates for many of the departments not examined. On this assumption a reduction of approximately \$1,000,000 from the Mayor's estimate can be made. This is the sum which the Finance Com-

mission has consistently asserted might be saved by a proper system of preparing budgets and making reductions in expenses accordingly. Such a saving would make unnecessary an increase in the tax rate.

This is not the time for petty bickering. All should work for a common cause, namely, the welfare of the City of Boston. The commission hopes to obtain the cooperation of His Honor the Mayor and of your honorable committee in accomplishing this object. It therefore submits herewith, attached to this report, a full statement of the investigation of the sixteen departments of the city and county made under its supervision. The reports in question do not greatly vary from the unofficial reports already submitted to your honorable committee, except that they are fuller in detail.

Respectfully submitted,

THE FINANCE COMMISSION,

by JOHN R. MURPHY,

*Chairman.*

#### THE BUDGET FOR THE BUILDING DEPARTMENT.

The Building Department requested for its expenses for the current year \$153,175, to cover three items:

1. Office expenses . . . . .	\$18,175
2. Pay rolls . . . . .	134,100
3. Pensions . . . . .	900
	<hr/>
	<u>\$153,175</u>

The department was allowed by the Mayor \$151,175, or an apparent allowance of \$6,000.72 more than it spent last year, but in reality a much larger amount, namely, \$10,258.46, because the expense of the Board of Examiners (\$4,257.74) was included in the expenditures of the department for 1914-15 but not for the current year. While the Board of Examiners supplements the work of the Building Department, it is some-

what like the Board of Appeal, in that its members are appointed by the Mayor but do not assume any of the executive functions of the Building Department. Both the Board of Examiners and the Board of Appeal will be considered separately in this report.

#### BUILDING DEPARTMENT.

##### 1. *Office Expenses.*

TABLE OF EXPENDITURES FOR 1910-11 TO 1915-16.

	1910-11.	1911-12.	1912-13.	1913-14.	1914-15.	1915-16.
Office expenses....	\$9,129 16	\$7,689 74	\$9,519 57	\$13,978 90	\$13,771 34	\$18,175 00
Pay rolls.....	92,328 53	102,993 23	112,314 80	119,551 82	127,145 20	134,100 00
Pensions.....						900 00
Totals.....	\$101,457 69	\$110,682 97	\$121,834 37	\$133,530 72	\$140,916 54	\$153,175 00

A comparison of the items in the above table shows that the office expenses have increased more than 50 per cent. since 1911-12 and that the estimated expenditure for the present year is 100 per cent. greater than the amount spent five years ago. Likewise a large increase, approximately 45 per cent., has occurred in the pay rolls for the last five years.

The former increase is due in part to the desire of the commissioner to purchase a new automobile and to spend a large sum of money to secure unsafe buildings. The latter increase is due to the wholesale raising of salaries in the department, made at the close of ex-Mayor Fitzgerald's term, and which were decreased 5 per cent. last February by the present Mayor. The commissioner now proposes to restore the salaries to the former increased rate. The office expense items for the last five years are as follows:

	1910-11.	1911-12.	1912-13.	1913-14.	1914-15.	1915-16.
1. Printing and binding .....	\$1,265 46	\$1,607 84	\$1,987 89	\$2,956 12	\$3,670 51	\$4,000 00
2. Postage .....	399 78	444 64	470 26	536 08	616 70	500 00
3. Stationery .....	437 51	638 68	717 94	578 34	849 59	300 00
4. Telephones .....	384 63	431 81	436 64	438 36	274 18	.....
5. Office supplies, maps, books, experts.	35 09	198 36	160 01	927 72	651 51	825 00
6. Travel .....	2,010 14	2,356 61	2,675 80	2,689 11	2,249 39	2,400 00
7. Advertising .....	.....	.....	261 94	97 53	239 83	150 00
8. Automobiles:						
(a.) Purchase and hire...	2,650 00	.....	.....	3,050 00	.....	1,550 00
(b.) Maintenance .....	1,717 20	1,796 30	2,072 22	1,945 45	2,275 87	2,200 00
9. Photographs and drafting .....	.....	.....	.....	.....	.....	800 00
10. Typewriter repairs and sup- plies.	.....	.....	.....	.....	.....	300 00
11. Securing buildings, etc. ....	229 35	215 50	736 87	760 19	2,943 76	3,500 00
12. Building laws .....	.....	.....	.....	.....	.....	1,000 00
13. Six new typewriters .....	.....	.....	.....	.....	.....	450 00
14. Adding machine .....	.....	.....	.....	.....	.....	200 00
Totals .....	\$9,129 16	\$7,689 74	*\$9,519 57	†\$13,978 90	\$13,771 34	\$18,175 00

\* Including \$321.50 for Board of Examiners.

† Including \$377.64 for Board of Examiners.

*Item 1. Printing and Postage.*— It will be seen from the above chart that there has been a considerable rise in the years since 1910-11, and no reason for the increase is advanced by the department except that a larger supply of printed office blanks may be needed. As the department has no special reason for the increase it should be allowed at \$3,500.

*Item 2. Postage.*— Allowed as requested.

*Item 3.*— *Stationery.*— Allowed as requested.

*Item 4. Telephones.*— Telephone service is included in the Public Buildings Department budget, as all of the City Hall Annex departments are on a single switch board.

*Item 5. Office Supplies, Maps, Books, Experts.*— Allowed as requested.

*Item 6. Travel.*— Allowed at \$2,000.

*Item 7. Advertising.*— Allowed as requested.

*Item 8. Automobile Purchase, Hire and Maintenance.*

— The Marquette car now owned by the department was bought in 1913, October 11, for \$1,500. It was a 1912 model and although in actual use only nine months it is now practically worthless. It has been examined by a representative of this commission and he reports that the car is in bad condition and is very expensive in maintenance charges. In view of the fact that the Mayor has announced that the only cars bought by the city hereafter will be Ford cars, the request for purchase is allowed at \$490, the present cost of a Ford touring car. Furthermore, the cost of maintenance of a Ford car, exclusive of the chauffeur, is about \$600 a year. In addition to this cost of \$600 there is a charge for the maintenance of the other car of the department, the Rambler, which can be estimated at about the same cost, so that the total cost of maintenance of the two may be set at the figure of \$1,200. The total for the item would be as follows:

Automobile . . . . .	\$490
Automobile maintenance . . . . .	1,200
	<hr/>
	<u>\$1,690</u>

*Item 9. Photographs and Drafting.*— Disallowed. In former years figured as part of the cost of Item 5. Obvious padding of the budget.

*Item 10. Typewriter Repairs and Supplies.*— Disallowed. In former years figured as part of the cost of Item 5. Obvious padding of the budget.

*Item 11. Securing Buildings, etc.*— This item has increased tremendously under Mr. O'Hearn's administration, and although the city has the power to compel owners to reimburse it for buildings secured, only \$40 was collected last year, leaving a net loss to the city of \$2,903.76. Inasmuch as the extent of the activity of the department for the present year cannot be accurately determined at the present time, it is recommended

that \$2,000 be allowed, so as to minimize this fund, which may turn out to be a contingent one.

*Item 12. Building Laws.*— Disallowed. The department has on hand about 300 copies of the building laws, of which an additional 1,000 copies will suffice for use this year. The cost of an additional 1,000 is \$210, and that sum is recommended.

*Item 13. Six New Typewriters.*— With the exchange value of the old machines the new typewriters will cost \$370, and this amount is recommended for allowance.

*Item 14. Adding Machine.*— The secretary of the department was asked what was the purpose of adding this \$200 to the budget, and he stated that the old adding machine was worn out and could not be used. An agent of the Burroughs Adding Machine Company was then sent to the office of the Building Department and has reported that the machine is in perfect working order, but that the secretary's desire is to have a specially constructed machine in order to check up the tabulations he wishes to make. He states that such a machine would cost \$500 or \$600. Inasmuch as this amount has not been included in the budget, the purchase will have to be deferred until 1916. Consequently the request for \$200 can be eliminated.

The request for this subdivision should be fixed at \$11,545.

## 2. *Pay Rolls.*

The department intends to employ the same number of employees — seventy-seven — which were on the pay rolls last year. The estimate of the department calls for the restoration of the 5 per cent. increase in salaries to those affected last year, and also a further increase of \$100 to the chauffeur, Frederick Desmond, and \$200 each to Inspectors John J. McLaughlin and Joseph P. Kelly. As the increases given at the end of the Fitzgerald administration were in a great majority of cases not justified, they should not be restored and the employees should be kept at their present rate, which was

really an increase in last year minus 5 per cent. If this is done the department pay roll for the present year, without discharging any of the present staff, should be sufficient for its needs, at the present figure of \$127,445, or an estimated saving of \$6,655 on this one item alone.

### 3. *Pensions.*

The pension payment of \$900 to Mr. Henchey, a retired veteran, is taken care of in the item of pay rolls and was duplicated here through a mistake by the department. It should either be deducted from the pay roll item or from this item.

If these recommendations are adopted the department budget should not exceed \$138,990, or an estimated reduction from the Mayor's allowance of \$12,185. In order to cover all possible contingencies, \$140,916.54 may be allowed.



## BUDGET FOR THE BOARD OF EXAMINERS.

This Board was established in 1912, as a result of the recommendation of the Finance Commission, and it has jurisdiction over the examination and licensing of the builders in Boston. For the years 1912-15 its expenditures, amounting to about \$4,000, were included in the appropriation for the Building Department, but this year a separate budget has been submitted, although there is nothing in the Mayor's letter of transmittal to denote the fact that in past years its expenditures were considered part of the expenses of the Building Department. The Board asked this year for \$4,540 and was allowed \$4,040. The greater part of this appropriation is spent for the per diem wages of the three commissioners, which is estimated at \$3,000, and for the salary of the clerk at \$1,200. The item for services of the Board is difficult of correct estimate. For 1914-15 all three members drew the maximum amount of wages allowed by the city ordinance, namely, \$1,000 each, which at the rate of \$10 a day denotes that the Board was officially in session 100 days during the year, or approximately twice a week. The number of paid sittings is limited by law to 100 sessions, but may be decreased by the limitations of a small appropriation. At the present time, 2,000 to 2,500 builders have been examined and certified and naturally the work of the department is growing less every year.

Since May, 1913, the number of applications made to the Board of Examiners for building licenses has been about 3,800. Of this total about 1,000 were received between April 1, 1914, and April 1, 1915, showing a yearly decrease of about 200 per cent. The Building Department register shows that 2,344 licenses have been issued to April 1, 1915, since the beginning of the operation of the law. The average number of applications received in the last year has been about eighty-three per month; the number of applications received last month was eighty-two.

The number of applications now before the Board and awaiting action by it is about 300. Some of these applications were filed in 1913. The practice of the office seems to be to pass first upon the most urgent cases regardless of date of application, so that many applications made in 1913 and 1914 and not urged for action by the applicant still remain to be acted upon.

The clerk states that practically all the builders in Boston have now been licensed. The present applicants for licenses are foremen and superintendents of construction and builders who having been licensed in the lower grades are now asking for licenses for higher grades.

The clerk also states that an average of seven witnesses a meeting are heard by the Board and that about four applications a meeting are acted upon.

The meetings of the Board are invariably after 5 p. m., and usually last until 6.45 or 7 p. m. thereby being of about one and three-quarters hours duration. For \$10 a day, therefore, the Board works about two hours a day, although the members may spend more time on these cases outside the meetings of the Board. No record, however, of the time of outside meetings is available.

The reason given by the Board for evening sessions is to avoid the necessity of taking applicants for licenses from their work during working hours. As a matter of fact, the real reason is that it may not interfere with the daily occupations of the members of the Board.

The pay roll figure for the Board might be reduced to \$1,500, which will allow \$500 to each member of the Board, or an average payment for one session every week. The other items, such as printing, postage, advertising and office supplies, were estimated at a much larger rate than was paid last year and could be reduced from \$340 to \$100, which was spent last year for the same and which approximately meets the needs of the Board of Appeal.

The department should therefore be allowed the following sums:

Wages of examiners . . . . .	\$1,500
Salary of clerk . . . . .	1,200
Office expenses . . . . .	100
	<u>\$2,800</u>

This allowance would mean a saving of \$1,240 over the allowance of the Mayor.

### BUDGET FOR THE BOARD OF APPEAL.

The Board of Appeal acts as a court of appeal to those persons dissatisfied with the ruling of the Building Commissioner regarding the construction of structures in Boston. It consists of five members, appointed by the Mayor, and spends approximately \$4,000 a year. The greater part of this money is expended for the per diem wages of the members of the Board, each of whom is paid \$10 a day for each day's session, and consequently the amount paid in each year is contingent upon the amount of work performed by the Board. The payments made to the five members of the Board and substitute members amounted last year to \$2,788, or approximately \$500 for each member.

The estimate for the current year is divided between the wages of members, \$3,500; stenographers' services, \$625; office expenses, \$120,—a total of \$4,245. This request was cut by the Mayor to \$3,745. From a study of the budget and the past expenditures of the department, there appears to be no reason for any further decrease.

### BUDGET FOR THE HEALTH DEPARTMENT.

The Health Department requested an appropriation of \$511,182.92, which includes the sum of \$171,130.92 for the payment of bills of Boston patients treated at the state sanatoria. This last item was inserted in the budget of the Health Department at the direct order of the Mayor and was cut out by him in passing the allowance to the City Council. The department estimates the amount of the unpaid bills of last year at \$131,130.92 and the bills for the current year at \$40,000. In fact, the unpaid bills with interest amount to approximately \$170,000 and the Corporation Counsel has just been able to effect a settlement of them for \$152,000. As execution for \$145,000 has already been issued and execution for the remaining \$7,000 will be issued next week (April 4), the City of Boston will be compelled to pay this amount, namely, \$152,000. In order that this definite sum may be set aside for this particular indebtedness, the City Council should consider this matter for a special appropriation. If payment for the bills of this year is desired, the request can be made as soon as the bills have accrued in sufficient quantity to justify an appropriation.

The request of the Health Department was sent to the City Council in the sum of \$340,182, or about the amount originally asked by the department less the bills for the state sanatoria. It therefore follows that the Mayor made no disallowance in the request of the Health Department for its own immediate budget but allowed the sum requested. The sum is about \$36,000 more than was spent last year; \$29,136.50 of it is for new appointments, increases and restorations of salaries. Of this latter amount, \$10,981 is for fourteen new employees, four of whom are to be added as a result of the opening of the Roxbury Crossing convenience station. The yearly salaries of these four aggregate \$2,865, but inasmuch as the station will not be opened before June 1 or July 1 this sum of \$2,865 can be reduced

to \$1,910 in order to provide for the months of February to May, inclusive, when the building will not be in use. The balance of the \$29,136.50 is made up as follows:

Six increases of salaries to employees	
not reduced 5 per cent.	\$729 00
Thirty-seven restorations of salaries	
plus \$100 or more	6,149 50
Sixty-nine restorations of salaries	11,277 00

The City Council could, without affecting the efficiency of the department, cut the Health Department appropriation in the sum of \$30,000. Such a reduction will allow the department the normal increase in its general and office expenses but will eliminate the restorations and increases of salaries and, excepting the Roxbury Crossing convenience station employees, the employment of new assistants. Of this \$30,000 recommended to be cut from the appropriation, the sum of \$3,000 is for the cost of running the Smallpox Hospital, which for the last year has been under the care of the Hospital Department and which, so far as the Hospital Department now knows, will continue to remain indefinitely under its control. Dr. Holt, of the Hospital Department, stated to a representative of the commission that the Health Department would not be called upon to bear any of the expense of the Smallpox Hospital in 1915-16.

#### *Quarantine Station.*

As the quarantine station will be transferred shortly (probably by May 1) to the Federal Government, the requested appropriation of \$25,310 can be eliminated and a special appropriation of \$8,000 made to cover its expenses from February to July, inclusive.

# BUDGET FOR THE INFIRMARY DEPARTMENT.

No recommendation is made for reduction in the central office expenses of the department but the amount requested is passed for allowance.

## LONG ISLAND HOSPITAL.

The following recommendations for reductions for the Long Island schedule are submitted:

<i>Pay Rolls.</i>	
Increases of salaries . . . . .	\$1,512
New employees . . . . .	320
	<hr/>
	<u>\$1,832</u>

This increase in the pay roll is to provide for increases in salaries of employees and for the employment of three new persons, one of whom, the assistant resident physician, has already been appointed. The new employees include two laundresses for the new buildings to be opened in October, 1915. The pay roll schedule should therefore be decreased by \$320, as their services will not be necessary until October 1. The amount requested for increases of salaries of the regular force is \$1,512. This request does not include increases of salaries according to the fixed schedules of the department as all the employees under the schedules have reached their maximum rates. As the increases requested this year are not justifiable they should be deferred for another period. Thus the budget makes allowance for the appointment of a carpenter (although the department has not employed such a mechanic for more than a year) at \$660, and also an increase for him in the sum of \$240, or a total of \$900 a year.

It is recommended that a cut of \$1,832 be made in the pay roll, which will preclude unjustifiable increases of salaries but will permit of the continued employment of the assistant resident physician and of the two new laundresses from October 1, 1915. The request for this pay roll item should be fixed at \$1,160.

*Office Expenses.*

No recommendation for a reduction is made, for the increase requested is negligible.

*General Expenses.*

It is recommended that a reduction be made from \$150,966 to \$122,369.92, as follows:

	Request.	Allowance.
Food.....	\$84,256 00	\$82,185 62
Clothing.....	9,500 00	5,834 47
Bedding.....	3,036 00	2,296 83
Household supplies.....	3,000 00	2,000 00

The department states that the increased population expected at the island in 1915-16 will be about 10 per cent. over the number for 1914-15, and in order to provide for this expected increase the average expense for five years was taken and 10 per cent. added to it. An attempt to verify this statement showed, however, that the department had added about 25 per cent. above the average expenses for five years in the item for food, 47 per cent. for clothing and bedding and 21 per cent. for household supplies.

It was further found that while the department estimated a 10 per cent. increase in the population of the current year, the average increase for a five-year period was under 4 per cent. Accordingly the expenses for 1914 have been taken and 10 per cent. increase added to them in order to arrive at the figure recommended under the caption "Allowance."

	Request.	Allowance.
Furniture and upholstery . . .	\$4,471	\$3,000

Average expense of last five years was \$3,000.

	Request.	Allowance.
Fuel . . . . .	\$19,000	\$15,000

Such a sum (\$15,000) is recommended as it appears to be the average for the last five years. When the new



buildings at the island are opened\* a special appropriation covering the balance of the year can be made.

	Request.	Allowance.
Lights, electricity and oil . . . . .	\$1,000	\$800

The average yearly expenditure is \$800.

	Request.	Allowance.
Gasolene . . . . .	\$48	\$48

Allowed as requested.

	Request.	Allowance.
Medical and surgical supplies . . . . .	\$6,000	\$5,000

This allowance (\$5,000) seems to be the average expense for the last five years.

	Request.	Allowance.
Liquors . . . . .	\$800	\$700

Such an allowance sufficed in 1914-15.

	Request.	Allowance.
Religious services . . . . .	\$200	\$200
Entertainment . . . . .	75	75
Library and school supplies . . . . .	200	200

Allowed as requested.

	Request.	Allowance.
Disinfectants . . . . .	\$1,000	\$500

Allowed at \$500, as this sum appears to be the average annual expenditure for the last five years.

Repairs and improvements . . . . .	\$10,000
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Disallowed, as the department has at present no definite plans for repairs at the island it should be eliminated from the budget and made the subject of special appropriation after the department has perfected its plans.

	Request.	Allowance.
Agricultural supplies . . . . .	\$5,000	\$2,000

Average annual expenditure for the last five years is \$2,000.

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\* January 1, 1916, not yet completed, although date of completion as set forth in contract was October 1, 1915.

	Request.	Allowance.
Freight . . . . .	\$100	\$50
Burials . . . . .	400	300
Tobacco and snuff . . . . .	1,200	1,000
Soap and laundry supplies . . . . .	1,500	1,000

Under the general principle that the department asked for more than it intends to spend, the amounts above allowed will undoubtedly suffice.

	Request.	Allowance.
Lessons in massage and cooking,	\$180	\$180

Allowed as requested.

The appropriation for Long Island Hospital may therefore be set at the following figures:

Pay roll . . . . .	\$55,168 00
Office expenses . . . . .	1,850 00
General expenses . . . . .	122,369 92
	<u>\$179,387 92</u>

In order to provide for all possible contingencies that may arise the sum of \$181,599.58 is recommended.

#### CHARLESTOWN ALMSHOUSE.

As the trustees plan to close up the institution on October 1, 1915,\* their estimate, which provides for a full year's expenditures, can be cut one-third.

It is to be noted, however, that when the department has perfected its plans for the transfer of the almshouse to Long Island and a definite program of additional expenses has been made for the increased population, the City Council will then be in a position to make provision by special appropriation or by transfer to cover the balance of the year. The sum of \$11,880 is therefore recommended.

#### PAUPER EXPENSES.

The sum of \$3,000 is recommended, which seems to have more than sufficed in 1913-14 and 1914-15.

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\* Closed September 18, 1915.

## STEAMER "GEORGE A. HIBBARD."

*Pay Rolls.*

The pay rolls can be reduced in the sum of \$1,140, as the persons to whom it is intended to give increases, with one exception, received increases of salaries in 1914. It is the intention of the department to increase them still further from the 1914 rate.

*General Expenses.*

The item of "General expenses" can be reduced by \$2,850 for the following reasons:

The item of "Fuel" can be cut to \$3,000, as this represents a more nearly accurate approximate cost.

"Repairs," which is estimated at \$2,000, should be entirely eliminated as the department has spent in the last four years \$4,828.98. If any further repairs are necessary it would be better for the city to have an examination made of the boat and a special appropriation made to cover definite repairs.

"Chandlery supplies" and "Furniture" may be grouped as one item and allowed in the sum of \$480.

"Printing" has been cut to \$10, and "Towboats" have been entirely eliminated as there was no such expense in the years 1912-13 or 1913-14, and it is spent only in case of accidents to the steamer.

The appropriation for the steamer "Hibbard" should therefore be fixed as follows:

Pay rolls . . . . .	\$7,560
General expenses . . . . .	3,490

## SUMMARY.

It is recommended that the allowances by divisions should be as follows:

Boston Almshouse and Hospital . . .	\$181,599 58
Almshouse, Charlestown . . . . .	11,880 00
Pauper expenses . . . . .	3,000 00
Office expenses . . . . .	4,475 00
Steamer "George A. Hibbard" . . .	11,050 00

BUDGET FOR THE CHILDREN'S INSTITUTIONS  
DEPARTMENT.

The Children's Institutions Department has charge and control of an institution at Rainsford Island, known as the Suffolk School for Boys, for the employment and reformation of juvenile offenders, of the Parental School for truants at West Roxbury,\* and the care of dependent and neglected children. The two former classes are housed in correctional institutions; the latter are largely boarded out in country homes.

The functions of the department are, therefore, divided into three divisions, namely (1) Placing Out and Office Division, (2) the Suffolk School for Boys and (3) the Parental School. Each division will be discussed separately.

The requested appropriation for the department is \$181,253, divided among the divisions as follows:

Placing Out and Office Division . . . . .	\$130,213
Suffolk School for Boys . . . . .	49,420
Parental School . . . . .	1,620
	<hr/>
	<u>\$181,253</u>

The total estimated expenditure for 1915-16 is about \$30,000 less than the actual expenditures for many years, but this decrease is due to the closing of the Parental School and the transfer of the truants to the jurisdiction of the School Committee. The cost of the Parental School has been about \$50,000 a year and the decrease in the estimated expenses for the year should show a somewhat like amount. Nevertheless, the difference between the actual estimated decrease and the cost of the Parental School in former years (approximately \$50,000) has been exhausted by the estimated increased expenses in the two remaining divisions of the

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\* Now transferred to Hospital Department.

department, namely, the Suffolk School for Boys and the Placing Out and Office Division.

#### PLACING OUT AND OFFICE DIVISION.

##### (a.) *Salary Increases.*

This division of the department is under the charge of a general agent,\* who receives a salary of \$2,000 a year and directs the work not only of the office staff but also that of placing out in homes or institutions dependent and neglected children, and formerly had charge of the work of supervision of truants and delinquents released on probation from the Parental and Suffolk Schools. An assistant agent at \$1,300 a year, one visitor and nurse at \$900 and three visitors at salaries ranging from \$800 to \$1,000, assist the general agent in the supervisory work of these wards. In addition there are a matron at \$800 a year, a messenger and interpreter at \$12 a week and a seamstress at \$300 (besides board and lodging at Rainsford Island). In addition to these employees, who may be directly charged to the cost of the placing out work, there is also a bookkeeper at \$1,200 and three stenographers and clerks receiving salaries ranging from \$7.50 a week to \$900 a year, who attend to the office routine and to the correspondence of the entire department.

The total estimated pay roll of the division for 1915-16 is \$13,328, which is an increase of \$1,312 over that of 1914-15 but really means a fixed annual addition of \$1,515, because the figures given for 1915-16 contemplate increases taking effect at various periods of the year and do not represent the increase for a full year. This salary increase is divided among the thirteen employees of the divisions and it is the intention of the trustees to grant an increase to each member of the force and to raise to a higher maximum the former stipend paid to each of the members of the various groups. The following table has been prepared in

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\* Died March 28, 1915.

order to show the rate of increase which these employees have been favored with in the last few years:

CLASSIFICATION.	Name.	1912.	1913.	1914.	1915.
General agent...	Daniel F. Lynch.....	\$2,000 00	\$2,000 00	\$2,000 00	\$2,200 00
Assistant general agent.	Edward J. O'Mara...	1,000 00	1,000 00	1,300 00	1,400 00
Bookkeeper.....	Mary J. Riley.....	1,000 00	1,100 00	1,200 00	1,300 00
Stenographer....	Ellen F. McCarty....	720 00	800 00	900 00	950 00
Stenographer....	Anna F. Callaghan...	720 00	800 00	900 00	950 00
Stenographer....	Margaret T. Walsh.....			391 07	700 00
Visitor.....	Julia V. Driscoll.....	900 00	950 00	1,000 00	1,100 00
Visitor.....	Harriet A. Smith.....	800 00	850 00	900 00	1,000 00
Visitor.....	Alice M. Adams.....	600 00	700 00	800 00	850 00
Visitor and nurse,	Lucy McBride.....	800 00	850 00	900 00	950 00
Seamstress.....	Maria A. Higgins.....	300 00*	300 00*	300 00*	350 00*
Messenger.....	Joseph Halper.....	417 00	10 00†	12 00†	730 00
Matron.....	Lillian R. Carney.....	700 00	750 00	800 00	850 00
Clerk.....	Temporary.....				200 00

\* Board and lodging at Rainsford Island.

† A week.

The above schedule shows that most of the employees have received annual increases since 1912; that the stenographers, having successively advanced to their maximum pay only last year, are now to be further advanced, and that Margaret T. Walsh, appointed a clerk on July 3, 1914, at \$7.50 a week is about to be given 100 per cent. increase of salary although she has not been in the service of the department for a full year. As the trustees have already established maximum limits which certain grades of positions should pay, there is no valid reason now for letting down the bars and establishing a new rate of compensation. The wages paid in this department are much above those paid in private employment for similar services and the hours of service are much easier and the tenure of the positions more permanent.

Having established maximum limits for each class these limits should be adhered to unless the duties of the position increase to such an extent as to warrant a

revision of the schedule. Such is not true of the duties of the office force of the Children's Institutions Department. On the contrary, the work incident to the Parental School has been eliminated and naturally has decreased the office work.

The administration of the work of twelve employees, together with the oversight over the wards committed to the care of the department, is not so great nor so onerous as to call for any more compensation to the general agent than was paid for many years to Mr. McCarthy, his excellent predecessor. Since the closing of the Parental School and the transfer of the truant cases to the School Committee the work of the general agent, as regards boys released on probation from the Parental School, has decreased. As his duties are decreasing there cannot be any valid claim for increased compensation. Therefore the increases requested for the general agent, the stenographers, the visitors, the bookkeeper, the messenger, the matron and the seamstress should be denied. The salary (\$800) now paid to the matron is much larger than that paid in other city departments, for example, the Park and Recreation Department, which pays to its matrons a maximum rate of \$10 a week, or \$520 a year. The salaries paid to the seamstress and to the messenger are adequate for the services performed, and the increases for them should be denied. The increases requested for the assistant agent (Mr. O'Mara) and the visitor (Miss Adams) should be allowed as these amounts represent the schedule increases for the year. The increase for the stenographer appointed July 3, 1914 (Miss Walsh), may be allowed on the basis of \$10 a week, or \$520 a year, from July 3, 1915.

The request for \$200 for temporary assistance during the vacation period of the force would permit of the employment of a clerk at \$7.50 a week for a period of twenty-six weeks. As no such services were required in past years and as no real need seems apparent now it should be denied.

The amount allowed for the pay roll schedule of this division should not exceed \$12,250.

There should also be added to it \$1,000 to take care of the pension payment to Mr. McCarthy, the retired superintendent.

(b.) *Office Expenses.*

The request for an appropriation to cover office expenses in this division does not show a great increase in any of the items over the cost of last year; nevertheless, there is an opportunity for decrease in one or two of them. The table is as follows:

	Amount Requested.	Amount Recommended.	Reasons for the Allowances.
Printing.....	\$800	\$800	Allowed as requested.
Postage.....	450	400	This amount sufficed in other years when the Parental School existed.
Stationery.....	200	200	Allowed as requested.
Telephone.....	250	250	Allowed as requested.
Traveling.....	5,550	5,000	Less than \$5,000 sufficed in other years.
Totals.....	\$7,050	\$6,450	

The sum of \$6,450 should be allowed for this subdivision of the department.

(c.) *General Expenses.*

This subdivision of expenditures of the Placing Out Division covers mainly such items as the care of the wards in private families, clothing furnished them and medical attendance and care supplied to them. The amount asked for this year is \$108,835, or an increase of \$10,435.28. The reason assigned for the large increase is due to the expected increase in the number of neglected or dependent children due to the general business depression of the present time. The figures of the increase are not based upon any known quantity but are figured on the supposition that "hard times"



may continue for a long period and that consequently the number of dependent and neglected cases will increase. A study of the table of the department reports shows that the average increased number of children for five years was about forty-one but that in 1914-15 (January 31) the increase was much greater, having reached the large figure of eighty-three, or about 100 per cent. greater than the average for the five preceding years. It therefore appears that the brunt of the present depression has already been met and with a better outlook for business for 1915 no remarkable increase in the population of the department may be expected. Furthermore, the mothers' aid law (ch. 763, Acts of 1913), which was passed in order to keep children in their own homes, should have had a direct reflex action on the work of this department, provided the proper cooperation had been established between the Overseeing of the Poor Department and the Children's Institutions Department. Inquiry at these offices proved the contrary. At the time of the passage of the mothers' aid law a conference was held between officials of the two departments, and the Children's Institutions Department officials offered to turn over thirty-six cases *en bloc* to the Overseers of the Poor, but the latter refused to receive them in this fashion, stating that if the names were sent to them they would be investigated and if found to come under the provisions of the law would be taken care of by the Overseeing of the Poor Department.

The names were never sent and when the agent of the department was asked for the list on Saturday, February 13, he said that he had destroyed it. The destruction of this list took place after your representative began to inquire into the failure of the department to cooperate with the Overseeing of the Poor Department. As far as could be learned only three names had actually been taken over by the Overseeing of the Poor Depart-

ment and this was due to the fact that mothers had made application to the Children's Institutions Department for aid and were referred to the Overseeing of the Poor Department. Without doubt there must be a great number of cases in the Children's Institutions Department which could properly come under the mothers' aid law and for whom Boston would be reimbursed by the state to the extent of one-third of the expense. At the present time Boston bears the total cost of the expenses of these minor wards. There are at present (February 1) about 706 cases of dependent children boarded out in families and institutions, and assuming that at least one-third of them could be taken care of by the Overseeing of the Poor Department it would mean a saving to the City of Boston of approximately \$6,000 a year.

If a system of active cooperation was established it would tend to place the burden of the increasing number of cases in the proper department and would also have the natural sequence of reducing the gross cost to Boston.

It is recommended that a general survey of all cases of dependent children now in the Children's Institutions Department be made before any additional appropriation is granted and that an active system of cooperation be established between the Overseeing of the Poor Department and the Children's Institutions Department so that Boston may get the benefit of one-third reimbursement from the state under the mothers' aid law. It is obvious that the officials of the Children's Institutions Department do not look kindly upon the mothers' aid law because it tends to minimize their positions. It is, therefore, for their advantage to keep their own cases.

There are some other items in the budget for this division which could be disallowed and in order to make a survey of them the following table is given:

	1914. Expenditures.	1915. Requested.	Allowance Recommended.
Care of children.....	\$71,703 53	\$77,000 00	\$70,000 00
Clothing and furnishings.....	11,129 22	13,500 00	11,000 00
Medical cases and supplies.....	3,045.28	3,500 00	3,000 00
Library and entertainment.....	70 55	75 00	70 00
Expressage.....	394 20	450 00	300 00
Legal expenses (adoptions).....	93 00	60 00	.....
Burials.....	33 00	50 00	.....
Massachusetts Hospital School.....	11,793 72	14,000 00	11,000 00
Massachusetts State School.....	223 00	200 00	200 00
Totals.....	\$98,485 50	\$108,835 00	\$95,570 00

### *Reasons for the Allowances.*

*Items Nos. 1, 2 and 3.*— For the reasons stated above the items for care of children, clothing and furnishing and medicinal supplies should be limited to approximately the expenditures of last year pending the investigation and transfer of cases under the mothers' aid law.

*Item No. 4.*— This item provides small gifts at Christmas time to the children, besides subscription to the "Survey" magazine, etc., and may be allowed at \$70.

*Item No. 5.*— This money is used to pay for expressage of clothing for the children and inasmuch as the department has begun to use the parcel post for this purpose a decreased expenditure may be looked for.

*Item No. 6.*— This money has been used to pay attorneys in adoption cases. As the Law Department has been communicated with and is ready to assume charge of the legal formalities necessary for the adoptions this item may be disallowed.

*Item No. 7.*— Burials come properly under the Overseers of the Poor and as they are ready to assume the cost for this item it should not be allowed in the budget for this department.

*Item No. 8.*— The payments made to the State Hospital School for sick wards is allowed at \$11,000. It seems to have sufficed for the large number of cases

taken care of in 1914 and for which a less amount of money than \$10,000 was paid in former years.

*Item No. 9.*— Allowed as requested.

The total amount allowed for this subdivision should not exceed \$95,570, and the grand total for the Placing Out and Office Division should be fixed for this year (1915-16) at \$115,270, thus making an initial saving of \$14,943 over the requested appropriation.

#### SUFFOLK SCHOOL FOR BOYS.

The requested allowance for this subdivision of the department is \$49,420, and is divided into two items: (1) salaries; (2) general expenses. The former includes the compensation of the superintendent, instructors and other employees who assist the superintendent in the various duties incident to a reform institution. Item No. 2 includes the expenses for the upkeep of the institution.

#### *Salaries.*

RATE.	Number.	Wages, 1915.
Superintendent.....	1	\$2,000
Deputy.....	1	900
Engineers.....	4	3,000.
Physician.....	1	800
Teachers.....	4	1,740
Instructors.....	4	2,820
Supervisors.....	7	3,780
Cooks.....	3	1,080
Matrons.....	2	600
Cottage master.....	1	600
Seamstress.....	1	300
Organist.....	1	* 150
Military instructor (from the fort).....	1	* 60
Chaplains.....	3	* 350
Clerk.....	1	300
Laundryman.....	1	720

\* Lodging not furnished; other employees get meals and lodging in addition to salary.

This estimate calls for a pay roll increase of \$2,640, which is to be used in adding five employees to the school, namely, an instructor at \$600, a supervisor at \$480, a teacher at \$420, a clerk at \$300 and a laundryman at \$720, and \$120 to three employees for regular schedule increases of \$60 a year each. These latter increases take effect at different periods in the year and do not represent a full year's quota. They are justifiable and should be allowed as requested.

The superintendent of the school, John J. Ryan, was examined as to the necessity of the five new employees and admitted that by a proper rearrangement of his carpentering work he could dispense with the necessity of employing a new sloyd instructor at \$600, and, if no increase in the population of the school occurred, the teacher at \$420 also. The reason for the inclusion of the latter in the schedule was to provide for the expected number of Parental School boys who would be sent to the island as incorrigible in the present year. Mr. Minard, the former superintendent of the Parental School, was communicated with and stated that all the boys released from the Parental School were doing very well under the charge of truant officers and he did not expect that any large number would be sent to the island. Mr. Ryan then admitted that if this were so the new teacher could be eliminated. On the other hand, he stated that if the Point Cottage, which is used for the smaller boys, is to be reopened this year it will mean the employment of four new persons, two supervisors, a night watchman and a matron, at a total increase to the salary schedule of \$1,740 a year. One of the supervisors at \$480 is provided for in the schedule, but the other three are not. At the present time there are eighteen small boys at the island who are quartered in the main building and come in more or less contact with the older boys. If the number of small boys increases it is planned to open the cottage, but no definite action for opening it has been taken by the trustees although \$3,000 has just

been spent for renovations and repairs on it. As no request for an appropriation for this cottage (except that for a new supervisor at \$480) has been requested by the trustees, it may be presumed that it is their intention for the present not to open the building.

The requested addition of a laundryman is to place an officer in charge of the new laundry equipment which was removed from the Parental School and which at the present time is being operated by four boys without constant supervision. The superintendent fears that these unattended boys may meet with an accident in the running of the machinery and wishes to prevent such an event by the appointment of a supervisory official. The request seems reasonable and should be granted.

The request for \$300 for a new clerk is to provide a salary for the wife of the superintendent who formerly used to do the little clerical work connected with the school gratuitously, but who the superintendent thinks ought to be paid for her services. The superintendent, however, is of the opinion that the clerical work done at the island is but a duplication of that done at the central office and is unnecessary. He states that the practice of keeping these duplicate accounts was begun after an accountant had recommended that the superintendent keep a separate account in order to check up his appropriation and to enable him to make per capita comparisons instead of depending on the central office. There is no need of the duplication of work and the central office should be charged with the duty of notifying the superintendent of the monthly expenditures of his school and under his direction of making statistical tables relating to it.

If the teacher, instructor and clerk are eliminated and the Point Cottage not opened there will be need of an increase of only \$840 instead of the \$2,640 requested. The salary schedule for 1915-16 may be fixed for the purpose of the budget at \$18,060.

*General Expenses.*

The requested appropriation for this division with the various segregated items is set forth below and for the purpose of celerity the reasons for the disallowance are given in the table:

ITEM.	Request for 1915.	Allowance Recommended.	Reasons for Disallowances.
Food.....	\$8,200	\$7,000	Entirely variable; depends on the population; \$7,000 appeared to be sufficient for 1914.
Ice.....	550	500	Entirely variable; depends on the population; \$500 appeared to be sufficient for 1914.
Clothing and bedding.....	500	500	Allowed as requested.
Furniture and household supplies.	1,500	1,200	Amount entirely variable; if Point Cottage not opened, 1914 expenditure will suffice.
Fuel.....	5,000	4,000	If Point Cottage not opened the allowance will be sufficient according to the superintendent.
Lights.....	300	300	Allowed as requested.
Medical care and supplies...	260	260	Allowed as requested.
Stationery and postage.....	100	50	Sufficient for last year.
Entertainment.....	150	150	Allowed as requested.
School supplies.....	100	100	Allowed as requested.
Repairs and improvements..	3,000	500	Superintendent admits that \$2,500 has already been provided for out of special appropriation by City Council.
Agricultural supplies.....	1,700	900	Superintendent states that if the cows are gotten rid of, as they should be on account of their expense, as well as the two horses transferred from Parental School, for which the department has no use, the amount allowed will be sufficient.
Express and transportation..	100	50	Less than \$30 was sufficient for 1911-12 and 1912-13.
Telephones.....	150	125	Sufficient for last year.
Soap and disinfectants.....	500	500	Allowed as requested.
Industries.....	7,450	7,000	Variable figure; depends on number of shoes sold and work done by the boys.
Totals.....	\$29,560	\$23,135	

The appropriation for this division should not exceed \$23,135, and the total for the Suffolk School for Boys should be set at \$41,195.

## PARENTAL SCHOOL.

There is still a watchman and a caretaker maintained at the Parental School at a combined salary of \$1,320, and it is planned to keep them for the present year and to provide \$300 for incidental expenses. As this property within a short time will be used either for an extension of the hospital service\* or for the boys of the Suffolk School, no appropriation over \$500 should be made for this school.

The appropriation for this department should not exceed \$156,965, divided as follows:

Placing Out and Office Division . . . . .	\$115,270
Suffolk School for Boys . . . . .	41,195
Parental School . . . . .	500
	<u>\$156,965</u>

If the above suggested allowances are adopted it will cut the requested appropriation from \$181,253 to \$156,965, or a saving of \$24,288.

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\* Transferred to Hospital Department March 23, 1915.



### BUDGET FOR THE STEAMER "MONITOR."

An appropriation of \$35,941 was requested and the Mayor allowed approximately the same amount (\$35,000), or a decrease of only \$941. The expense of running the steamer has continuously advanced year after year, although there is no good reason for these advances. The addition of new employees and salary changes have been the big factors in the rise. In 1911-12 the expenditures were \$28,346.13; in 1912-13, \$33,995.94; and in 1914-15 they reached their highest mark, namely, \$35,974.55. The budget requested by it is as follows:

Salaries . . . . .	\$15,841
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The department requested \$15,841 to cover the salary schedules of sixteen permanent employees and three temporary assistants. By proper arrangement of the working force of the boat the temporary assistance at a cost of \$450 could be eliminated and the salary schedule fixed at \$15,391.

Fuel . . . . .	\$4,600
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The engineer at the island (Mr. Hackett) estimated that 1,014 tons of coal were used by the steamer last year. Using this amount and the prices paid last year for coal as a basis for the current year, it will be found that \$3,700 will be sufficient for the present term. Such an amount is recommended.

Rent of wharf . . . . .	\$4,000
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Allowed as requested, although the Infirmary Department should share the cost, because the steamer "Hibbard" uses the wharf.

Repairs . . . . .	\$9,000
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This is an omnibus item inflated to cover a possible contingency for the repairs of the boat. As the depart-

ment has been annually spending amounts varying from \$3,055 to \$8,636.02 for repairs on this boat, and as no repairs are contemplated at the present time, the requested allowance should be eliminated. The boat, moreover, should be given a thorough inspection and a special appropriation made to cover a complete overhauling.

Hire of steamer during repairs . . . . .	\$1,300
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Until the boat is examined and a special report made this item should be disallowed.

Repairs to wharf . . . . .	\$250
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Allowed as requested.

Furnishings . . . . .	\$100
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As the boat spent over \$1,200 on this item in 1913-14, there is no need of this sum. Disallowed.

Electric lighting . . . . .	\$75
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As \$50 seems to have sufficed in almost all the other years, such a sum should be allowed.

Therefore the budget of the steamer "Monitor" should not exceed \$23,391, which would represent a saving of \$12,550 over the Mayor's allowance.

**BUDGET FOR PARK AND RECREATION DEPARTMENT.**

The Park and Recreation Department requested an appropriation of \$857,155 and was allowed by the Mayor \$707,155, the intention being to allow \$150,000 of the income of the Parkman Fund to be used for maintenance purposes. It follows, therefore, that the request of the department was allowed *in toto* by the Mayor, and although he appears to have reduced it no reduction has taken place.

The Mayor has recently announced that the Parkman Fund is rapidly becoming a liability instead of an asset, and in view of the statement it seems reasonable to recommend the use of all the income from the fund for the current year.

The income from the fund for 1915 is estimated by the auditor at \$195,000, and it is recommended that at least \$200,000 be deducted from the request of the department and that the appropriation be set at \$657,155.

## PUBLIC BUILDINGS DEPARTMENT BUDGET.

The Public Buildings Department requested an appropriation of \$293,545. The Mayor reduced this amount by \$35,000, leaving a balance of \$258,545. This total is \$7,042.02 less than the expenditures of last year. A representative of the commission has examined the budget items submitted and it is recommended that a further reduction amounting to \$35,000 be made.

*Statement.*

Amount requested . . . . .		\$293,545
Reductions recommended:		
(a.) Telephone reduction . . . . .	\$6,300	
(b.) Furniture to special appropriation . . . . .	17,150	
(c.) Repairs and alterations to special appropriation . . . . .	30,000	
(d.) Pay roll, Ward 7 and Ward 17, transfer from present pay roll . . . . .	16,545	
Total . . . . .	\$69,995	
Mayor's reduction . . . . .	35,000	35,000
Recommendation for further reduction . . . . .	\$34,995	35,000
Leaving balance for appropriation . . . . .		<u>\$223,545</u>

## Reasons for the reductions:

(a.) The electrician of the Public Buildings Department, Mr. Swift, agreed that the estimate for telephone expense was high and that the amount left after the reduction will be ample.

(b.) The item for furniture (\$17,150) should be made the subject of a special appropriation in order to insure definite study as to the necessity for this furniture, to obtain the benefits of quantity buying instead of piecemeal buying as is the custom at present, and in addition to preclude the use of this money for purposes other than those for which it was requested.

(c.) The item requested for repairs and alterations in the original estimate was \$57,000. Of this amount, \$30,000 should be made the subject of a special appro-

priation in order to insure definite study of the need and wisdom of intended repairs, and to preclude the use of this money for purposes other than those for which it was requested. This would allow a balance of \$27,000 for emergency repairs and alterations. An illustration showing the wisdom of the above recommendations may be found in the loose methods of estimating the budget needs of this department. The Superintendent of Public Buildings, Mr. Lynch, requested \$9,000 in his budget for repairs to the Annex. The commission, by letter, requested him to furnish the detail on which he based his request for \$9,000. His letter of reply offered the following:

Faucets and valves . . . . .	\$1,000
Electrical changes . . . . .	2,000
Elevator repairs . . . . .	500
Plastering repairs . . . . .	1,000
Heating and electrical room repairs . . . . .	1,000
Total . . . . .	<u>\$5,500</u>

He did not account for the balance (\$3,500) of the amount (\$9,000) requested by him.

(d.) The pay roll of the operating force of the Annex (not including the office force of the department) is approximately \$47,000 per annum. Comparisons of this cost show that (1) it is equivalent to the operating pay roll cost of nine of the largest high schools in Boston, having seven times the floor area of the Annex; (2) it is equivalent to the combined operating pay roll cost of the Tremont and Beacon Buildings, having one and one-half times the floor area of the Annex; (3) it is equivalent to the operating pay roll cost of the Suffolk County Courthouse, having twice the floor area of the Annex. A comparison of the pay roll for cleaning the courthouse and Annex shows approximately \$10,000 greater pay roll per annum for the Annex, notwithstanding it has but one-half the floor area of the courthouse.

*Women Cleaning Comparisons.*

Courthouse, per annum . . . . .	\$6,032
Annex, per annum . . . . .	15,912

The vacuum system of cleaning which was installed at a cost of \$2,335 has never been used. The Superintendent of Public Buildings is reported by Mr. Redfern of the architect's office to have stated after acceptance by him of this system: "To h—— with the d——n thing. I'll put it downstairs and never use it."

The use of this system would reduce by one-half the sweeping force of eleven people. This statement is supported by the architect's office and the Richmond Vacuum Company. The department employs as watchmen two men and a third man for a portion of his time. These men are not needed because (1) policemen, especially detailed by Station 2, patrol the second floor every hour; (2) Police Station 2 is across the street and has officers arriving and leaving every fifteen minutes; (3) there is a man on duty in engine room all night; (4) elevator service in operation until 11 p. m.

From the foregoing there seems to be little room for doubt that by a proper rearrangement of the present pay roll a new force for the new Ward 7 and Ward 17 Municipal Buildings can be dispensed with.

## BUDGET FOR PUBLIC WORKS DEPARTMENT.

## 1. BRIDGE SERVICE.

The amount allowed by Mayor . . . . .	\$350,131
Reduction recommended . . . . .	30,131

The recommendations of the Commissioner of Public Works have been gone over in detail and a personal examination made of the more important of the list of thirty-three bridges for which extraordinary repairs are recommended, at a cost of \$115,600.

The reductions recommended from the amounts estimated by the Commissioner of Public Works are as follows:

Office expenses, not including pay rolls, estimated . . . . .	\$7,900
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This amount is reduced to \$4,400 by cutting out the item of \$2,500 for the purchase of an automobile and \$1,000 from the item for the maintenance of automobiles. Reductions might also be made from the item for telephones, on account of the change from the Broadway yard to the Albany street yard and on account of travel and advertising.

As the amount for each of the above items appears to have been a matter of conjecture only, it is clearly difficult to estimate the possible reduction.

Comparative list of employees, engineering, net appropriation . . . . .	\$37,374
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This amount has been reduced to \$34,374, by eliminating \$2,500, one-half the salary of the division engineer, who has left the service and by crediting one-half the pay of the acting division engineer to the Ferry Division. Allowance is made for all restorations in salaries and for an increase of the salary of the acting division engineer, if such increase is considered advisable.

Operating force, estimated amount necessary, \$157,920

This amount has been reduced to \$148,400 on account of the closing of the Atlantic Avenue Bridge, which has made unnecessary the service of nine drawtenders. Some of these men have already taken places made vacant by deaths; others will probably fill the places of veterans to be retired; still others can be credited to the item for temporary employees.

Boston and Cambridge bridges . . . . . \$11,200

No change has been made in this item.

Temporary employees . . . . . \$6,381

No change has been made in this item.

General employees . . . . . \$35,336

This item has been allowed according to the estimate.

Pensions . . . . . \$7,200

Allowed according to estimate.

General expenses . . . . . \$60,000

Approximately the same as for 1913, a reduction of \$11,842 from estimate for 1914.

As regards this item the detailed expenditures could not be obtained but the amount is believed to be sufficient for all the needs of the department as regards general repairs, supplies, etc.

The total of the detailed amounts as recommended is as follows:

Office expenses, not including pay roll . . . . .	\$4,400
Engineering employees . . . . .	34,374
Operating force . . . . .	148,400
Boston and Cambridge bridges . . . . .	11,200
Temporary employees . . . . .	6,381
General employees . . . . .	35,336
Pensions . . . . .	7,200
General expenses . . . . .	60,000
Total . . . . .	<u>\$307,290</u>



This amount, which is \$42,481 less than the amount allowed by the Mayor, is believed to be the advisable appropriation for the Bridge Service.

The above amount includes approximately \$9,000 on account of the restoration of the 5 per cent. reduction of salaries in excess of \$1,000 per year.

As regards the items accounting for the increase of \$115,000 in the estimate for general expense account for repairs to thirty-three bridges as shown on pages 199 to 201, inclusive, of the message of the Mayor, the list of bridges contains twenty-nine completely controlled by the City of Boston and four of the Boston and Cambridge bridges. Of the twenty-nine bridges, twenty-eight of the bridges were included in the estimate for 1914-15 and eleven in the estimate for 1913-14. A personal examination of the more important of these bridges has been made and the following conclusion submitted regarding each bridge:

*Albany Street Bridge over Boston & Albany Railroad  
Freight Tracks.*

This bridge is one of the older bridges and has less clearance between the smokestacks of locomotives and the bridge than the bridges at present built. It has not been painted for several years and its life would be undoubtedly preserved by more frequent painting. The sum of \$1,000 could be advantageously devoted to this work although the matter is not one of extreme emergency.

*Albany Street Bridge over Boston & Albany Railroad  
Passenger Tracks.*

The estimate for this bridge seems to have been raised \$100 over last year for no apparent reason. The bridge was built at the time the South Station was built and the responsibility for its maintenance has not been legally decided. The contention of the city is that it should be repaired by the New York, New Haven & Hartford Railroad. It is advised that no work be done on this bridge at present.

*Allston Bridge.*

It is reported that the under part of this bridge is in bad condition on account of the smoke from locomotives which stand under the bridge when inbound trains are halted at the Allston Station. The upper part of the bridge also needs painting but the matter is not one of great emergency as regards the upper portion of the bridge. It is recommended, however, that the amount requested be appropriated.

*Beacon Street Bridge over Outlet to Fens.*

So far as can be determined this bridge will not require repairs for a year or two longer.

*Bennington Street Bridge over Boston & Albany Railroad,  
East Boston.*

The asphalt roadway of Bennington street over this bridge is badly in need of patching and the work should be done. It is believed the matter can be taken care of out of the allowance for repairs in the appropriation as already recommended.

*Blakemore Street Bridge over New York, New Haven &  
Hartford Railroad.*

The repairs to the railing of this bridge should be taken care of from the general appropriation for maintenance.

*Boylston Street Bridge over Boston & Albany Railroad.*

The Boylston Street Bridge was rebuilt a few years ago and the under portion protected by concrete. The upper part above the street which it is intended to paint does not seem to be in specially bad condition and little harm will be done by delaying the work one or two years more.

*Broadway Bridge over Boston & Albany Railroad.*

This bridge seems to be one of the bridges in most urgent need of repairs of any in the list and it is recommended that an appropriation of \$4,000 be made for this purpose.

*Broadway Bridge over Fort Point Channel.*

This is practically a new bridge and no urgent necessity seems to exist for the work at the present time.

*Brooks Street Bridge (Faneuil).*

This bridge is also a comparatively new bridge, and while the work recommended may be advisable it is not an urgent necessity at the present time.

*Central Avenue Bridge between Dorchester and Milton.*

The ironwork of this bridge has not been painted for some ten years and the appropriation recommended seems to be a reasonable one at the present time.

*Charlesgate Bridge over Ipswich Street.*

This bridge seems to need painting as recommended. The appropriation has been increased this year from \$1,200 to \$1,400. An appropriation of \$1,000 might be properly made for this purpose.

*Charlestown Bridge.*

Work on this bridge has been recommended for several years past. The bridge does not seem to be in particularly bad condition. The only portion requiring attention is the asphalt pavement near the Charlestown end, which needs patching. This work should be taken care of from the general appropriation.

*Chelsea Bridge Viaduct over Boston & Maine Railroad.*

The appropriation contemplates repairing the entire wooden sidewalk over the viaduct. It does not seem to be in specially bad condition and necessary repairs on it for at least one year should be made out of the general appropriation.

*Columbia Road Bridge over New York, New Haven & Hartford Railroad.*

The estimate for this bridge has been raised from \$1,000 last year to \$3,800 this year, presumably for relaying the

brick pavement of the bridge surface. Neither the steel of the bridge nor the pavement of the roadway seems to be in particularly bad condition and the work could be well left for one or two years more.

*Columbia Road Bridge over Shoreham Street.*

This is practically a part of the bridge immediately preceding and the same remarks apply to it.

*Dartmouth Street Bridge over Boston & Albany Railroad.*

The upper portions of this bridge are unsightly on account of dirt and in some portions the paint is badly scaled off. The appropriation recommended should properly be made.

*Dorchester Avenue Bridge over Fort Point Channel.*

This item is for renewing the machinery of the bridge. The matter is not one of extreme emergency and the present machinery with slight repairs will probably suffice for several years. No recommendation for an appropriation for this bridge is made.

*Dover Street Bridge over Fort Point Channel.*

This large amount of repairs seems to be required on this bridge, including the renewal of machinery and installation of new devices. As discussed by Commissioner Rourke before the City Council, there seems to be no extreme emergency although it is recommended that an appropriation of \$5,000 be made for the repairs to the bridge exclusive of machinery.

*Ferdinand Street Bridge over Boston & Albany Railroad.*

The repairs on this bridge do not seem to be a matter of extreme emergency and no recommendation for appropriation is made.

*Gold Street Bridge over New York, New Haven & Hartford Railroad.*

Repairs on this bridge should be made from the general appropriation.

*Maverick Street Bridge over Boston & Albany Railroad.*

Repairs should be made from the general appropriation.

*Northern Avenue Bridge over Fort Point Channel.*

This is one of the newer bridges and the appropriation for new machinery has been requested each year since the bridge was built, the present machinery being considered to be overloaded by its work. It seems to be doing its work, however, and probably will continue to for several years. The bridge is not in specially bad condition and it is recommended that no appropriation be made at this time.

*Saratoga Street Bridge over Boston & Albany Railroad.*

The roadway surface over this bridge requires patching, which should be done from the general appropriation.

*Shawmut Avenue Bridge over Boston & Albany and New York, New Haven & Hartford Railroads.*

This bridge is comparatively new and the work recommended is to prevent deterioration. The matter is not one of emergency and can be delayed.

*Spring Street Bridge over Charles River, West Roxbury to Dedham.*

This bridge is a stone structure and the work recommended is to increase its capacity for pleasure traffic. The bridge may be widened by legislative enactment in the near future, and as the structure is perfectly safe an appropriation is inadvisable at this time.

*Summer Street Bridges over A, B and C Streets.*

The work on these bridges does not seem to be a matter of extraordinary emergency. No appropriation is recommended.

*Summer Street Bridge over New York, New Haven & Hartford Railroad, South Boston.*

The work contemplated is building the sidewalk at an expense of approximately \$4,500 and an additional

amount of \$3,100 for contingencies that may arise during the construction. The sidewalks are in bad condition, especially on the westerly side. Patching at an expense of perhaps \$500 would put the bridge in a condition to go for a year or two longer. On the other hand, an appropriation of \$4,000 for rebuilding the sidewalks is recommended, if the money is available.

*Summer Street Bridge over Boston & Albany Railroad.*

Work contemplated on this bridge is for repairing the roadway and should be done from the general maintenance appropriation.

*Boston and Cambridge Bridges.*

The work on these bridges, approximately \$38,000, of which Boston's share is \$19,000, has been recommended for several years. No appropriation should be made until the assurance is received that the city of Cambridge will bear its portion of the expense. As the Cambridge budget is not prepared until after the first of April it is impossible to receive such assurance at the present time. No action is, therefore, recommended until the budget of Cambridge is prepared.

In consideration of the above detailed information it is recommended that special appropriations be made for the following bridges:

Dover Street Bridge . . . . .	\$5,000
Albany Street Bridge (freight tracks) . . . . .	1,000
Allston Bridge . . . . .	900
Broadway Bridge (Boston & Albany Railroad) . . . . .	4,000
Central Avenue Bridge . . . . .	900
Charlesgate Bridge . . . . .	1,000
Dartmouth Street Bridge . . . . .	900
Summer Street Bridge (New York, New Haven & Hartford Railroad) . . . . .	4,000
	<hr/>
	<b>\$17,700</b>

In considering the appropriation for the Bridge Service it should be remembered that the Commissioner of Public Works in his testimony before the Committee

on Appropriations March 25, 1915, admitted that his estimates contained a large amount which was intended for transfer to other services, particularly for the construction of artificial stone sidewalks by the Paving Service.

## 2. FERRY SERVICE.

The reductions which should be made from the details of the estimate submitted for the Ferry Service are approximately as follows:

On account of superfluous employees . . . . .	\$6,000
Printing . . . . .	1,300
Messenger service (entire amount) . . . . .	85
Telephones . . . . .	40
Fuel (as there seemed to have been an unusually large supply on hand at the beginning of the year) . . . . .	5,000
Teaming coal . . . . .	300
Repairs of boat . . . . .	10,000
Repairs of buildings and drops . . . . .	10,000
Repairs of coal carts (entire amount) . . . . .	400
Expressage (entire amount) . . . . .	450
Use of towboats . . . . .	100
Medical attendance . . . . .	50
Analyses of coal . . . . .	50
New tank for drop (entire amount). (This expense, if necessary, should be taken care of from the appropriation for repairs of buildings and drops.) . . . . .	4,200
Auxiliary lighting plant* (entire amount) . . . . .	17,500
Total . . . . .	<u>\$55,475</u>

These reductions if made would reduce the estimated necessary amount to \$270,615, or \$45,475 less than the amount allowed by the Mayor.

This figure includes restorations of the 5 per cent. reductions in salaries so far as they have been included in the estimate of the department, amounting to approximately a total of \$2,355.

\* It appears that this item is for duplicate electric lighting plants on the boats, not for a single plant as appears in the estimate. There is some doubt as to its necessity. At any rate, the installation of these plants is still under discussion with the United States authorities and the necessity for an appropriation is not an immediate one. A way may be found to satisfy the requirements of the United States inspectors at a much less cost, and it is recommended that whatever work is done be made a matter of special appropriation only after the requirements of the United States authorities have been definitely ascertained and plans perfected.

If some of the ferryboats are laid off an additional amount of \$15,000 can be deducted for each boat laid off.

As already explained to the Committee on Appropriations, there is absolutely no reason, except the desire to furnish jobs, why more than five boats should be employed, and if only four were kept in service as recommended in previous reports the efficiency of the service could be increased.

The item of \$6,000 for superfluous employees necessarily contemplates either the discharge of some employees or their transfer to other branches in the Public Works Department. Except as regards this item the reduction of \$45,475 from the Mayor's allowance does not contemplate the reduction in pay or discharge of any employees.

### 3. SANITARY SERVICE.

The principal reasons for the rapid increase of expenditures in this service during recent years have been on account of the contract with the Boston Development and Sanitary Company rather than on account of any unusual increases in the amount of work done. Additional expenditures have been placed on the city by this contract while corresponding economies that could have been effected have not been taken advantage of. Following are some of the economies which should be taken advantage of with corresponding reductions in the yearly expenditures:

Unnecessary labor at delivery station, which should be paid for by the Boston Development and Sanitary Company, according to the terms of its contract (page 27, Article d.).

Foreman at Fort Hill Wharf . . . . .	\$1,400	\$1,400
Laborers at Fort Hill Wharf, three at . . . . .	780	2,340
Watchmen at Dorchester Station, three at, . . . . .	780	2,340
Wharfinger at Albany street . . . . .	936	936
Total . . . . .		<u>\$7,016</u>

The contract provides for a dumping station to be established by the city on Commercial street, near Keany



square. If this station were established as provided, or preferably at the end of Charles river avenue, Charlestown, all of the refuse of the North End and Charlestown districts could be delivered at this point at a saving of approximately \$40,000 a year. If the refuse of the South End and Roxbury were dumped at the Albany street yard as provided in the contract, instead of at Southampton street as at present, a saving of approximately \$25,000\* a year might be accomplished.

If the Roxbury receiving station provided in the contract is put in use, \$20,000 a year could be saved. If a system of employing regular extra men Sundays and holidays is re-established, at least \$10,000 can be saved. If increased efficiency is secured from the teams, at least \$60,000 would be saved, making a total of at least \$172,000 over the expenditures of last year.

By reductions on small miscellaneous items possible savings can be increased to over \$175,000 per year.

It appears from the message of the Mayor that the Commissioner of Public Works has asked for approximately \$47,000 for increase in labor force on account of the extension of day labor. He appears to have made no corresponding reduction anywhere in his estimate for contract labor. This amount appears to be approximately the cut made by the Mayor from the amount recommended.

The pay rolls of the service in 1909 were \$362,806.94. For 1914 they were \$472,436.22. Pensions in 1914 were \$14,090.98, making a total increase over 1909 of \$123,720.26. The number of employees is substantially the same. This increase can be accounted for in part as follows:

Raises in pay . . . . .	\$45,000
Pensions . . . . .	14,000
Allowed time and holidays . . . . .	27,000
Total increase . . . . .	<u>\$86,000</u>

\* The actual saving on this account would be about \$35,000, but considering that a portion of the same saving would be secured by the operation of the Roxbury receiving station, the amount is reduced by \$10,000.

leaving a balance of approximately \$48,000 unaccounted for. A large part of this balance can only be explained by assuming that much of the labor force is unnecessary.

If all of the economies outlined were taken advantage of the annual expense of the service could be reduced to approximately \$813,000, and to a much greater extent if superfluous employees were transferred to other services where they could do beneficial work.

It is clear that all the innovations recommended cannot be taken advantage of in time to have all of the savings possible accrue during the present year. For example, in the matter of the Keany square receiving station it will be necessary to do considerable construction work for which a special appropriation will be necessary. The work on the Roxbury station should have been completed on April 1, but is now being carried on in a leisurely manner and there is little chance of its entire completion for several months. On March 28 the Commissioner of Public Works estimated that the station could be used to a considerable extent within one month from that date.

Measures can be taken, however, by which a very large sum can be saved during the remainder of the present year, and preparations should be made so that all the savings possible can be taken advantage of during the season of 1916-17. The additional amount that can be saved during the present year cannot be accurately estimated. The estimate of \$60,000 previously recommended as the reduction that should be made from the amount allowed by the Mayor is conservative, and this saving can be exceeded if a determined effort is made to do so. The 5 per cent. restoration in salaries in the Sanitary Service will amount to less than \$1,000.

## BUDGET FOR THE SUPPLY DEPARTMENT.

The Supply Department requested an appropriation of \$23,400. This is an increase of \$10,400 (80 per cent.) over the amount spent last year, \$12,990.09. The Mayor's reduction decreased this amount to \$18,225. This is an increase of \$5,234.01 (42 per cent.) over the amount spent last year. It is recommended that a further reduction of \$3,225 be made, leaving a total of \$15,000. This total represents an increase of \$2,009.01 (15 per cent.) over the amount spent last year.

It is the intention of the Superintendent of Supplies to make the following additions to the department pay roll:

- 1 Superintendent of tests and inspector of supplies.
- 1 Bookkeeper.
- 1 Stenographer and clerk.
- 1 Chauffeur.

The Mayor disapproved of the appointment of a chauffeur. The bookkeeper was appointed in March, 1915. It is recommended that none of these additions be made.

The pay roll of this department for seven years was as follows:

April 30, 1907	4 people
April 30, 1908	4 people
April 30, 1909	5 people
April 30, 1910	5 people
April 30, 1911	5 people
April 30, 1912	6 people
April 30, 1913	6 people

Under the present Superintendent of Supplies, who was appointed in October, 1913, the pay roll has undergone numerous changes in personnel and very frequent changes in its weekly total.

Thus in May, 1913, it was \$130.63; in January, 1914, it had increased to \$231.31; in June, 1914, it had

decreased to \$140.18; in October, 1914, it had increased to \$193.31; in February, 1915, it had increased to \$204.80, and at present, including the bookkeeper, it is \$223.97. This amount provides for a pay roll of ten people.

It appears from the foregoing:

1. That the highest number of employees in this department for seven years, 1907-1913 inclusive, was six.
2. That the average number was five.
3. That the present Superintendent of Supplies notwithstanding that his pay roll now contains ten employees, has on two occasions during the past year conducted this department with a pay roll of six people.
4. That the present Superintendent of Supplies in the past eight months has already increased the pay roll from six to ten people.
5. That this is an increase of 80 per cent. in point of numbers in the past eight months and an increase of 100 per cent. in numbers over the average number employed for the seven years before mentioned.

It is recommended:

1. That the functions of the superintendent of tests be assumed by the Superintendent of Supplies.
2. That adequate inspection of supplies cannot be made until fundamental improvements are made in the writing into purchase orders issued by this department of definite specifications of supplies to be purchased and the subsequent receipt of invoices showing proper detail of supplies sold. With these fundamentals corrected a better system could be introduced which would to a great extent automatically do the work of inspections.
3. That the bookkeeping of this department can only consist of recording the disbursements of this department or else in keeping records of the purchases of the departments they represent. Such records are at present kept by the auditor and the respective departments.

4. That inasmuch as they now employ nine people, not including the bookkeeper, the extra clerk and stenographer is not needed.

5. That the work of standardization, for which \$1,500 is requested, requires a plan of standardization presumably to be furnished by the Superintendent of Supplies and the clerical work incidental thereto.

6. There is no place where \$1,500 can be spent on this work.

## BUDGET FOR THE WIRE DEPARTMENT.

The Wire Department requested an appropriation of \$70,834.88. The Mayor decreased this amount to \$69,834.88. This is \$1,776.28 more than was expended last year, \$68,058.60. It is recommended that a further reduction of \$2,000 be made. This leaves a total of \$67,834, which is \$223.72 less than was expended last year.

The total requested by this department contained provisions for salary increases of \$1,500. Fair salaries are paid in this department for the services performed, and the financial condition of the city does not warrant the granting of these increases at the present time.

The total requested by this department also contained provision for an increase in the general expenses of \$1,850.90 over the expenditures of last year. The items of general expense in this department are printing, postage, stationery, travel, advertising, automobile maintenance and emergency.

It is recommended that the amounts expended for these items in the past year are ample to provide for the present year.

## BUDGET FOR THE SUPREME JUDICIAL COURT.

The requested appropriation for the current year is \$43,510, or an increase of \$7,354.31 over the estimated expenditure of 1914-15, divided as follows:

(1.) Office expenses . . . . .	\$3,754 31
(2.) Salaries of office staff . . . . .	3,600 00
	<hr/>
Total increase . . . . .	<u>\$7,354 31</u>

## 1. OFFICE EXPENSES.

The table on page 124 shows the expenditures for office expenses in the last six years, from 1910 to 1916 (estimated), and also presents the amount of increase in the various items for the current year and the recommended disallowances.

From a study of this table it will be seen that the items of large increase over 1914-15 are for jurors' fees, auditor's services, service of venires, dinners to jurors, fees of clergy for opening court, and moving books, etc.

*A. Reasons for the Disallowances.*

The item for printing and binding has been reduced to \$155, which is the general average for five years and which, except in an extraordinary year, seemed to have sufficed.

The item of jurors' fees has been cut to \$1,000, the service of venires and dinners to jurors have been entirely eliminated because there were no such expenditures in the last fiscal year, and Mr. Cronin, clerk of the court, states that the judges seem recently to have adopted the policy of sending all jury trials to the Superior Court. The allowance of \$1,000 will, therefore, take care of any contingency in jury services that may arise. If need for a larger amount of money does arise, the County Commissioners can be appealed to for an appropriation to cover such an expense.

The item for moving books has been disallowed because in the past it has been paid as a gratuity to a janitor in the courthouse ostensibly for dusting off the

## COMPARISON OF EXPENSES OF CLERK OF SUPREME JUDICIAL COURT FOR SIX-YEAR PERIOD (EXCLUSIVE OF PAY ROLLS).

	1910-11.	1911-12.	1912-13.	1913-14.	1914-15.	Estimated, 1915-16.	Amount of Requested Increase.	Allowances Recommended.
Printing and binding.....	\$134 35	\$154 00	\$168 85	\$235 25	\$82 50	\$250 00	\$167 50	\$155 00
Postage.....	250 12	269 10	211 25	306 20	334 55	350 00	15 45	350 00
Stationery.....	454 94	335 23	386 61	388 03	399 56	400 00	10 44	400 00
Telephones.....	86 52	85 43	91 16	106 50	103 25	110 00	6 75	110 00
Stenographers.....	1,137 80	480 65	599 20	1,007 31	1,073 65	1,100 00	26 35	1,100 00
Auditors and masters.....	730 97	9,452 07	9,580 82	9,614 26	7,218 25	9,000 00	1,781 75	9,000 00
Jurors' fees.....	542 36	739 60	1,015 84	1,218 96	none	1,500 00	1,500 00	1,000 00
Uniforms.....	600 00	600 00	600 00	600 00	600 00	600 00	none	600 00
Service of venires.....	39 20	37 45	39 10	40 10	none	50 00	50 00	none
Moving books, etc.....	30 80	23 00	none	50 00	none	50 00	50 00	none
Dinners to jurors.....	none	none	10 50	21 00	none	100 00	100 00	none
Incidentals.....	none	none	none	136 50	133 93	150 00	16 07	none
Services of clergy.....	10 00	10 00	none	40 00	none	40 00	40 00	none
Express charges.....	46 20	67 68	93 83	50 45	none	none	none	none
Totals.....	\$12,063 26	\$12,254 21	\$12,797 16	\$13,814 06	\$9,945 69	\$13,700 00	\$3,754 31	\$12,715 00.



books in the office of the clerk of the court. As dusting is a part of the work of a janitor such payment should cease.

The item for incidentals has been eliminated as there does not seem to have been a need for such expenditure in the years 1910-11 to 1912-13, inclusive, and can be taken care of by the allowance for stationery, inasmuch as the clerk states that he has charged to this item for incidentals, law books, papers, etc.

The item of services of clergy has been disallowed because it can be taken care of by the \$1,000 allotted for jury services and because there are now generally three sessions of the court at which clergymen are present and for which a fee of only \$5 is sometimes charged.

## 2. SALARY SCHEDULE.

The requested appropriation for salaries of the office staff is \$29,810, which is \$3,600 more than the yearly rate at the close of last year, due to the desire of the clerk of the court to add one more clerk, to transfer three clerks from a special pay roll to the regular pay roll of the department at an increased salary and to increase the compensation of eleven other clerks, and to provide for the pension payment to a retired clerk, Miss Everett. The schedule is as follows:

RATING.	NUMBER EMPLOYED.		WAGES.		INCREASE, 1915.	Total Increase.
	1914.	1915.	1914.	1915.		
Clerk.....	1	1	\$5,000	\$5,000	.....	.....
Assistant clerk.....	1	1	3,000	3,000	.....	.....
Court officer and messenger.....	1	1	1,600	1,600	.....	.....
Court officers.....	5	5	1,300	1,300	.....	.....
Office clerks.....	2	1	1,080	1,140	\$60	\$60
Office clerk.....	1	1	930	990	60	60
Office clerks.....	3	4	900	960	60	240
Office clerks.....	6	* 9	720	780	60	2,700
Office clerk (pension).....	.....	1	.....	540	540	540
						\$3,600

\* Includes three clerks formerly on the "early court records" special pay roll.

The salary schedule as submitted by Mr. Cronin differs from the above table because Mr. Cronin's schedule contains two errors, one of them being the inclusion in it of the salary of Miss Everett for 1915 at \$1,140 and at the same time a pension payment to her of \$540. The other error is the omission of one male clerk now paid \$900 and who has already been increased to \$960. Inasmuch as Miss Everett has now been pensioned, and the amount of her pension payment (\$540) has been provided for, it will be necessary to decrease the salary schedule as submitted by Mr. Cronin by \$180.

The apparent increase of three in the number of clerks now receiving \$720 is not for the purpose of new appointments, except in one case. The other two are now employed on the "early court records" work, about which more will be said in a later part of the report. These clerks are paid from a special appropriation made each year by the City Council and it is now proposed to transfer them to the permanent pay roll of the county and to add a new clerk to the work to take the place of the \$960 clerk mentioned above, who has been transferred to Miss Everett's place.

The new clerk will not be appointed at a salary of \$720 (the salary now being received by these early court record clerks) but will be given the increased rate of \$780.

The salary schedule provides for twelve increases at \$60 each for the clerks. Of these twelve increases, four will go to the clerks receiving \$900 a year, one of whom (Joseph Riley) was appointed in 1913 and received an increase of salary of \$150 in 1914. The second of these four (Helen G. Connor) was appointed in 1904 at a salary of \$460 a year, and received an increase in 1909, 1911 and 1914; in the latter year she was given an increase of \$180 a year. The third of these four (Christie A. Sheele) has not received an increase since 1911. The last of these four (John J. Long) was appointed in 1912 at a salary of \$900 a year and has

recently been transferred to fill Miss Everett's place. Increases will be given to eight clerks receiving \$720 a year, six of whom have been in the department from eight to seventeen years, one for three years and one for less than a year. These six received an increase of salary in 1911, from \$580 to \$720 each. The other two were appointed to the department at their present salary of \$720 a year.

As the pay roll for clerk hire for this department (excluding the expense of the "early court records" work) has increased approximately 18 per cent. in the last five years, *i. e.*, from \$8,547.22 in 1910-11 to \$10,110 in 1914-15, and will increase to 33 per cent. in 1915 if the increases asked for are allowed, it would seem proper to make a considerable disallowance in the increases requested. The nature of the work in the office is not of such an arduous character that it calls for a very great amount of work on the part of the employees, nor is a high degree of intelligence required in the performance of the work.

It seems, therefore, that there is no justification for the increase this year for those two clerks who received an increase in salary last year, nor is there any valid reason except sentiment for the raising of the other \$720 clerks to a \$780 basis.

In defence of his action in raising the salaries of the office staff, the clerk of the court stated in a letter to the Mayor that he had made a comparison of the wages paid for similar service in other departments and accordingly raised the pay of his clerks to correspond to the wages paid in these departments. His reason, therefore, is not the efficiency of the individual clerks or the quality of the work demanded of them, but only to make the scale of wages correspond with that of some other department. Whether the department which maintains this rate which Mr. Cronin wishes to establish in his office is really doing a similar quantity of work or a similar grade of work can only be determined after an examination of the department to which Mr.

Cronin alludes. As the reason set forth by Mr. Cronin for his contemplated action is not based upon the efficiency of his staff, his request for increase in salary should be disallowed. One exception, however, should be made in the case of Mr. Long, who has been promoted to Miss Everett's place and who will be called upon to do the work which formerly paid \$1,140 a year. The increase of \$60 to him appears, therefore, to have some valid basis. The other salaries for clerk, assistant clerk and court officers are the same as last year, and as the salary is fixed by law and no increase for them is contemplated, comment thereon is unnecessary.

### 3. EARLY COURT RECORDS.

The clerk of the court contemplates transferring to the regular pay roll of the county three clerks, two of whom are paid out of the regular appropriation made by the City Council for this work and one new one to be added. This transfer would mean the addition of \$2,340 to the permanent pay roll of the department. As such a change may commit the City of Boston to a possible minimum expenditure of \$315,000, it seems proper that the advisability of a further continuance of this early court record work should be at once decided. In order that a clear understanding of this work may be had it is necessary to give a brief history of it.

These "early court records" consist not alone of the records of Suffolk County from 1629 to 1795, but also include the papers and records of other counties and states. Most of these records had been stored in the Old South Meeting House during the Revolution, but the chests containing them had been broken open by British soldiers and the papers and books wantonly scattered. They remained in a deplorable and neglected condition until the year 1883, when several antiquarians interested themselves in their preservation and tabulation. Mr. Chief Justice Gray of the Massachusetts Court also became interested in the agitation, and largely through his efforts and those of Charles Levi Woodbury the Board of Aldermen were persuaded in 1883 to pass

an order authorizing the commencement of the work "at an expense not to exceed \$10,000." It is pertinent here to observe the wording of this order because it was stated therein that the work should be done in substantially the same manner as the court files of Essex County. It will be seen later that the work as at present conducted has long outgrown the limits of the original scheme. The order was as follows:

*Ordered*, That the clerk of the Supreme Judicial Court be authorized under the direction of the committee of county accounts to arrange conveniently for examination and reference the early court files of Suffolk County, in substantially the same manner as the court files of Essex County have been arranged, the expense, not exceeding \$10,000, to be charged to the appropriation for the County of Suffolk. (See City Council Minutes, 1883, p. 492.)

Mr. Cronin states that as far as he is aware this order has never been revoked.

In 1896 (December 15) the Massachusetts Historical Society transferred a large collection of miscellaneous papers belonging to the Otis family and which are described as follows in the proceedings of the Massachusetts Historical Society:

The box of papers of the Otis family . . . consisted principally of the common files of a lawyer's office, such as writs, executions, depositions, letters from clients, litigations with the Indians, shipping papers on the fisheries and the whaling voyages, etc., etc., together with letters of a merely personal concern.

Ex-Mayor Greene, in a paper on the necessity of preserving these Otis papers, remarked that it was not easy to explain the "drift of many of these papers into this mixed mass, but it is evident that they came from sources other than the court records." And in another part of the same paper he said: "Many years ago there came into the possession of the society a large mass of miscellaneous papers which were never arranged or catalogued as they were not considered worth the trouble."

These two sets of papers, therefore, constitute the work which has been prosecuted by the Supreme Court for the county since the year 1883. In 1883 the work of cleaning, mending and pasting these papers in volumes and indexing them by the names of plaintiff and defendant was placed in charge of Mr. William P. Upham and of Mr. Noble, the clerk of the court. Mr. Upham received a salary from the county and Mr. Noble also received a fee varying from \$375 to \$1,575, or a total of \$16,191.66, for his supervision of the work. This fee was in addition to the \$5,000 a year salary paid him by the county. The general condition of the papers was such that in order to preserve them in any orderly form it was necessary to exercise the greatest care in cleaning, mending and pasting them in volumes, because many, if not all, of these papers were in a fragmentary condition.

Many of the papers contain a mere collection of unconnected words or names and are absolutely worthless. An illustration of the worthlessness of some of these carefully preserved papers may be found in the following copy of the legible part of one of the papers made by an expert and which was taken at random from the books:

Mr. Samuel Skelton's account and letter from Alice Daniell  
(2 papers)

1st paper.

Acct. between Mr. (Samuel) Skelton and the.....company (of the Mass. Bay in New England) 1629-1634 mentions charges at Tiltbury, Cowes and Plymouth in England. mentions half a firkin of butter of Mr. Gibbs so much paid Mr. Pearce.

mentions

"Virginia come"

" calves eaten by wolves

" the spring before Mr. Skelton's death

" "so much paid Mr. Renell or Revell part of Mr. Pearce his bill"

" borrowed of (Capt. John) Endicott

" received of Mr. (John) Winthrop, governor

(This paper is in the handwriting of Ralph Fogg of Salem.)

## 2d. paper.

Letter from Alice Daniell (1634) as to the estate of Mr. Skelton mentions "our beloved Mr. Endicott mentions Mr. Samuel Skelton's will

" cattle brought into town (Salem)

The letter is directed to "Mr. John Winthrop, Senior, Boston" and has a seal with an impression.

The Board of Aldermen in 1883 expected that this work would cost not more than \$10,000, but up to the year 1907, when it was temporarily stopped, it had cost the City of Boston \$155,000, approximately. Not included in this \$155,000 is the salary of a clerk who was on the regular pay roll of the court but was engaged in this work. If her salary were added it would bring the total cost to approximately \$170,000. By the year 1905 the work was nearing completion, for the city pay roll book of that year announced that the work was about to be completed. In the fall of 1907, however, the work was practically completed and the office force engaged in this work for many years was then discharged. One of the clerks, Miss Murphy, who was on the regular pay roll of the court but had supervision of the work, was permitted to remain to finish the indexing of a remaining volume. By 1907, therefore, the work of preserving these records had been completed. In all 1,292 volumes of papers had been compiled and an alphabetical index of the names of the plaintiff and defendant in each case had been prepared and put in final form. In 1900, however, a new work had been started of preparing a new index of all names appearing in the papers, together with a brief summary of the facts contained therein. This new index work had reached in an uncompleted state the fiftieth volume of the record by the year 1907, when the former Finance Commission began its investigations and the work was abruptly halted. Mr. Upham had already passed away and some time in 1907 Mr. Noble retired. With the assumption of the clerkship by Mr. Walter F. Frederick in 1907 (June 16) he refused to continue the work on the new index, as

he did not believe there was any need for it, nor would there be any call sufficient to warrant the expenditure of any more money. This new work was consequently discontinued during Mr. Frederick's incumbency, although Miss Murphy, the custodian of the records, remained in charge and did some tag-end work on some old indices. In 1912, however, with the election of Mr. Cronin to the clerkship, the work on the new index was revived, but he has received no additional compensation for this supervisory service. Accordingly the special index of names in the first fifty volumes of papers on which one clerk worked from 1900-07 was again undertaken and it is on this work that the clerks employed on "early court records" are engaged at present.

According to the custodian of the records this work has progressed to the extent that the preparation of the index of names in the first fifty volumes has been completed and about nineteen volumes of indices have been copied. The copying on final sheets of the names in the first fifty volumes will be completed on August 1. As to the probable cost of completing the special index of names in the entire collection of 1,292 volumes, no actual figure can be given, but an approximately correct conclusion may be arrived at by figuring the cost of the work on the first fifty volumes and then by multiplying this cost by the number of times that fifty will go into 1,292, as follows:

One clerk, \$720 a year, from 1900-07 . . . .	\$5,040 00
Amount spent on work, 1912-13 . . . .	1,429 17
Amount spent on work, 1913-14 . . . .	2,340 00
Amount spent on work, 1914-15 . . . .	2,340 00
Amount to be spent on the work, 1915-16 *	1,170 00
Total cost of work on fifty volumes . . . .	<u>\$12,319 17</u>

As fifty volumes are approximately only one-twenty-sixth of the 1,292 volumes, the expense of the entire work, taking as a basis the cost of fifty volumes, will be approx-

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\* To August 1, 1915, when the work will be completed.



imately twenty-six times the cost of the work on this fifty, or \$315,640. An expert employed by the commission to estimate the length of time it would take his organization to do its work submitted a figure of forty years. As the question of whether or not the appropriation for the work shall continue rests on the decision whether or not the work completed has a value commensurate with this enormous cost, such information as was obtainable concerning the demand for inspection of the records is offered.

Since 1889 the custodian of the records has kept a register of persons calling each day at the room where the records are kept; an inspection of this register led to the conclusion that about ten persons evidently making the search of these records a business and known to be in some cases officials of historical societies are calling regularly. They, in fact, make up by far the major portion of the number of callers. In recent years, though the number of callers each year has increased several times over the number of a decade ago, inspection of the register again revealed that the number of different persons making up the total is as low as that of former years. The number of callers by years has been approximately as follows:

Year.	No.	Year.	No.
1889 . . . .	12	1903 . . . .	59
1890 . . . .	21	1904 . . . .	69
1891 . . . .	13	1905 . . . .	44
1892 . . . .	13	1906 . . . .	29
1893 . . . .	10	1907 . . . .	55
1894 . . . .	56	1908 . . . .	112
1895 . . . .	140	1909 . . . .	192
1896 . . . .	79	1910 . . . .	277
1897 . . . .	79	1911 . . . .	192
1898 . . . .	95	1912 . . . .	218
1899 . . . .	50	1913 . . . .	237
1900 . . . .	25	1914 . . . .	257
1901 . . . .	51	1915 . . . .	32*
1902 . . . .	49		

\* To January 29.

NOTE.—A copy of the requested appropriation is hereto attached.

An example of the new index may be gained from the following entries taken at random from the new work:

Pierce—Mr. Copy of invoice of goods sold to, April, 1675.

Pearce—Captain. "The day before he went against the Indians" mentioned.

Pearce—Mr. Ship belonging to, copy of invoice of goods sent to Mr. Atkinson, July, 1662.

An attempt was made to ascertain from the County Commissioners of Essex County the time spent on their records and the cost thereof, but the County Commissioners were unable to furnish the facts. If it is decided to discontinue this work, the City Council, acting as County Commissioners, should pass an order revoking the authority of the order granted in 1883 to do the work.

**SUPREME JUDICIAL COURT DEPARTMENT, CLERK'S OFFICE DIVISION.—  
COMPARATIVE LIST OF EMPLOYEES.**

(Including only those who work full time throughout the year.)

RATING.	Yearly Wages.	AVERAGE NUMBER EMPLOYED.			Estimated Yearly Wages.	Estimated Wage Totals.
		1913.	1914. Estimated.	1915. Estimated.		
Clerk.....	\$5,000	1	1	1	\$5,000	\$5,000
Assistant clerk.....	3,000	1	1	1	3,000	3,000
Court officer and messenger.	1,600	1	1	1	1,600	1,600
Court officers.....	1,300	5	5	5	1,300	6,500
Office clerks.....	1,080	2	2	* 2	1,140	† 2,280
Office clerk.....	930	1	1	1	990	990
Office clerk.....	900	1	3	‡ 3	960	§ 2,880
Office clerk.....	750	1				
Office clerks.....	720	7	6	9	780	7,020
Office clerk (pension)...	540			1	540	540
Totals.....		20	20	24		\$29,810

\* Should be 1. † Should be \$1,140. ‡ Should be 4 in order to take care of Mr. Long.  
§ Should be \$3,840. || Should be \$29,630.

The above estimates include the amounts asked for to increase the wages of the office clerks and to transfer the "early court records" work to the regular work of this office.

**SUPREME JUDICIAL COURT DEPARTMENT, CENTRAL OFFICE DIVISION.  
— OFFICE EXPENSES ITEMIZED. COMPARATIVE TABLE.**

	1913.	1914. Estimated.	1915. Estimated.
Printing and binding.....	\$235 25	\$82 50	\$250 00
Postage.....	306 20	334 55	350 00
Stationery, etc.....	388 03	399 56	400 00
Telephones.....	106 50	103 25	110 00
Stenographers.....	1,007 81	1,073 65	1,100 00
Auditors and masters.....	9,614 26	7,218 25	9,000 00
Jurors' fees.....	1,218 96	.....	1,500 00
Uniforms.....	600 00	600 00	600 00
Service of venires.....	40 10	.....	50 00
Moving books.....	50 00	.....	50 00
Dinners to jurors.....	21 00	.....	100 00
Incidentals.....	136 00	133 93	150 00
Services of clergy.....	40 00	.....	40 00
<b>Totals.....</b>	<b>\$13,763 61</b>	<b>\$9,945 69</b>	<b>\$13,700 00</b>

## REPORT ON THE BUDGET FOR THE SUPERIOR CIVIL COURT.

The estimated list of expenditures for the current year for the support of the Superior Civil Court was prepared by Mr. Francis Campbell, its clerk, without studying the needs of the department for the current year and under a registered written protest to the Mayor. Although it is provided by ch. 271, Acts of 1909, as amended by ch. 373, Acts of 1910, that officials of Suffolk County institutions as well as the clerks of the various courts in and for the county shall furnish to the Mayor and the City Auditor estimates of the expenditures for the ensuing year, Mr. Campbell has continued to furnish under an annual protest a most inadequate estimate of the money needed for the following year. The reason advanced for his protest is based on the claim that he is asked to make up a budget of expenses for services over which he has no control. As examples he cites the facts that he has no power of appointment or of fixing the compensation of the court stenographers because they are appointed by the court, nor has he power of appointment or of compensation of the court officers, as they are appointed by the sheriff. He further claims that those officials responsible for these appointments should be required to transmit to him such expenses as come within their province. This condition has continued for a number of years without rectification by the Mayor.

As regards the preparation of a budget for those divisions of the court over which he has no control Mr. Campbell's position appears to be consistent, but his protest over technicalities could be done away with if either he or the Mayor addressed a note to the justices of the Superior Court and to the Sheriff of Suffolk County asking that an estimate of their expenditures be prepared and transmitted to the clerk for inclusion in his annual budget. The clerk has never attempted to do this but prefers to register a protest

rather than to help in the preparation of a detailed estimate for his court. If Mr. Campbell's budget for his own division had been prepared with care and study greater consistency could be given to his protest, but in fact it is prepared without due consideration of the needs for the coming year or without any degree of intelligent or intentional accuracy. Instead of using the forms provided for the making of a detailed estimate, which in itself would have necessitated some study, the clerk discarded them and forwarded the estimate on his official stationery with the merest attempt at itemization and giving only a meager idea of the estimated expenditures, without either the number or compensation of the individual clerks or the contemplated increases in salaries or expenditures. For example, the table for his own division consists of six items, as follows:

Clerk hire . . . . .	\$57,000
Printing . . . . .	8,500
Stationery . . . . .	3,000
Telephone service . . . . .	150
Postage . . . . .	450
Labor, moving books, files, etc. . . . .	70

The requested appropriation for this division of the court, which is untotaled in the submitted table, is \$69,170, and was made up by the secretary to the clerk (Miss Curry) by copying the preceding year's estimate with the addition of \$10,000 in the item for clerk hire.

A comparison of the estimate and the actual expenditures each year for the last four years shows that the budget figures submitted by the clerk do not come anywhere near to the amount of money actually spent and that the clerk makes no attempt to give information to the County Commissioners upon which they can intelligently proceed. In the last year the County Commissioners appropriated the amount of money requested, namely, \$346,748, but were later called upon to make six transfers from other unexpended appropria-

tions of other departments ranging from \$1,037.07 to \$15,000, in order to cover the deficit of \$24,258.50.

### 1. CLERK'S OFFICE DIVISION.

	Spent, 1914-15.	Estimated, 1915-16.	Amount Recommended.
Clerk hire.....	\$55,580 35	\$57,000 00	\$35,000 00
Printing.....	6,786 75	8,500 00	7,500 00

#### *Reasons for the Disallowances.*

In the report issued by the former Finance Commission on the administration of this court (Finance Commission Reports, Vol. I., pp. 417 to 425) it was stated that innovations had been made by the present clerk which would modernize and tend to bring the records currently up to date. In order to do this he had increased his office force of clerks from twenty-three to thirty-four and his salary schedule for this branch of work from \$26,677 to \$34,532 a year. This increase in the number of clerks, however, was a temporary arrangement, and the clerk at that time stated to a representative of the commission that "when the work of recording is brought up to date he will reduce the recording force to the normal size." In 1907 the records, which had been neglected for many years, had been brought nearly up to date. The equity records for 1894, 1895, 1896, 1897, the divorce records for 1900, 1901 and 1902, and the law records for 1901, 1902 and 1903 had been completed, and the equity records for 1898 and 1899 were nearly finished. At the present time all of this neglected work has been completed. The wisdom of the decision of the clerk to reduce his force to a "normal size" after the rush work had been completed was especially noted by the commission on account of the ever-increasing item of clerk hire, which was out of all proportion to the amount of business conducted. In order to obtain an accurate comparison between 1907 and the present time (1914) the following

table of receipts for entry of cases and the payments for clerk hire was prepared. This table shows that instead of decreasing his force to the "normal size" it has continuously increased from thirty-four to seventy clerks in the space of seven years, and that the increase in salary has been 68.5 per cent., while the revenue, which is the index of the amount of business carried on, has increased only 22 per cent.

YEAR.	Receipts from Civil Entries.	Payments from Clerk Hire.	Number on Pay Roll.
1908.....	\$20,253 00	\$32,977 88	34
1909.....	19,401 00	31,559 86	
1910.....	19,518 00	35,024 53	
1911.....	20,445 00	39,396 50	
1912.....	23,136 00	41,179 82	
1913.....	24,045 00	47,811 84	
1914.....	24,711 00	55,580 35	* 70

Increase receipts.....\$4,458, or 22 per cent.  
 Increase expenses.....\$22,602.47, or 68.5 per cent.

Such a sharp increase not warranted by the small percentage of increase of business calls for some radical measures of retrenchment. While the clerk, under Revised Laws, ch. 165, sec. 38, has been empowered to employ such clerical assistance as he deems necessary and also has power to fix the compensation of these extra clerks, the County Commissioners have the power of approval of the appropriation requested for this service. It is, therefore, recommended that the force be reduced to the normal capacity which the business of the office requires. If thirty-four clerks in 1907 were above the normal number necessary for the proper conduct of the business, an increase of 22 per cent. in the business of the court would not necessitate an increase of 68 per cent. in the expenditures for clerk hire. In view of the fact that the records which were far behind at the time of the Finance Commission report of 1907

\* One clerical assistant has been dropped (February 15) because as the clerk stated to her the "Finance Commission was after him."

have been brought up to date, a decrease of \$20,000 in the expenses of clerk hire could be made.

During the Christmas season the clerk allowed each of the women clerks an extra \$5 for the monthly allowance for December, and \$10 to each of the two office boy messengers. When the clerk's secretary (in the absence of the clerk) was asked to explain the reason for this extra allowance, she said that the clerks "did extra work" and of what nature and when "only the clerk himself might explain." After the usual skirmishing on the part of the clerk as to the right of the commission to inquire into the matter a statement was furnished stating that this payment was made for overtime work, due to the desire of the clerk "to have certain records and miscellaneous work" completed by the first of the year. The list submitted with the statement gave ten hours' overtime work to each of the clerks who had been paid the extra money. In cases where the clerks were absent from work for cause they made up the overtime assignment by not taking time for luncheon. Inasmuch as the time assigned to these clerks covers periods extending up to the first of January, and as they were paid their monthly salary, including the extra allowance, for December on December 23 and December 24, it is hard to reconcile this fact with the assignment of this overtime work after December 24. The fact that the work was paid for before it was done raises strong suspicion for believing that the clerk desired to be liberal with the money of the city and that the list furnished was prepared by him to bolster up his side of the case.

*Item No. 2.— Printing.*

The average annual expenditure for printing is approximately \$7,500, and the present request could well be reduced to this amount.

The above reduction in clerical assistants should be made or the clerk should appear before the City Council to explain the reason for the large and continuous increase in his clerical force.



## BUDGET FOR THE SUPERIOR COURT, CRIMINAL SESSION.

The budget for those expenses of this court which are borne by the County of Suffolk is made up by the clerk of the court, Mr. John P. Manning, and includes not only the expenses of the office force directly under his control but also the estimated expenses of those divisions of the court over which he has no jurisdiction. As he does not consult the various chiefs of these divisions as to the amount of money necessary for the work of the new year, the estimates of the contemplated expenditures for these latter divisions obviously are based on no definite figures. The budget as submitted by Mr. Manning calls for an appropriation of \$211,975, and is divided into five parts. The five divisions are as follows:

Division.	Appropriation Requested.
1. Clerk's office . . . . .	\$31,700
2. Court expenses . . . . .	121,700
3. Probation office . . . . .	17,300
4. Stenographers . . . . .	15,000
5. District Attorney's office . . . . .	26,275
	<hr/>
	<u>\$211,975</u>

A comparison of the requested appropriation with the amount of money appropriated and actually spent in the last four years shows that the requested budget is padded annually by the clerk to the extent of over \$50,000. For example, in 1912-13 the clerk requested \$223,100, was granted \$200,000, and spent only \$171,-325.93. In 1913-14 a request for \$236,450 was made, \$175,000 was granted, and only \$163,480.50 was spent. And again in 1914-15 he requested \$231,000, and was granted \$175,000, and spent \$172,818.13. In the present year the clerk has continued his former practice of a large request but admitted to a representative of the commission that the court for the current year could well live within the expenditure of the money of last year, inasmuch as no greater amount of work could be

done in any year than was done in the past year. In other words, the court was kept continuously busy during the last fiscal year and had reached the maximum amount of work which it could possibly do. The reason advanced by the clerk for the large inflation of his estimate was to permit the Mayor an opportunity to cut liberally and still to maintain a comfortable margin for the court.

Inasmuch as the clerk has admitted that his court could live within the expenditure of last year, the sum of \$172,000 is recommended for allowance.

# BUDGET FOR THE PENAL INSTITUTIONS DEPARTMENT.

The department is divided into two parts, (1) the central office division, which is located in the City Hall Annex, and (2) the House of Correction, located at Deer Island. It also has control of the steamer "Monitor," for which, however, a special appropriation is always made and which has been discussed separately in an earlier part of this report.

The department requested (excluding the steamer "Monitor") an appropriation of \$309,607, which is \$28,841.31 more than the expenditures of last year. The Mayor allowed the sum of \$298,145. This allowance of the Mayor is \$17,379.31 more than was spent by the department during the last fiscal year. The Mayor reduced the House of Correction in the amount of \$10,462, and the central office in the sum of \$1,000, obviously using the horizontal cut method. The items of the department's request are as follows:

Central office . . . . .	\$24,145
House of Correction . . . . .	285,462
	<u>\$309,607</u>

In order that an analysis may be made as to the rate of increases in the expenditures of this department, the following table has been prepared which shows the comparative expenditures of the central office for the last three years and those of the House of Correction for the same period:

	1912-13.	1913-14.	1914-15.	Estimate, 1915-16.
Central office . . . . .	\$21,175 17	\$23,333 54	\$22,576 11	\$24,145 00
House of Correction . . . . .	228,698 27	232,308 84	258,189 58	285,462 00
Totals . . . . .	\$249,873 44	\$255,642 38	\$280,765 69	\$309,607 00

This table shows that the department's expenses have increased about 20 per cent. in the last two years. Such an increase (which is mostly in the House of Correction)

is the more alarming when it is shown that the number of inmates at the institution has been, since 1911-12, gradually growing less. Thus, in 1910-11 there was a daily average population of 1,204 at the island and the expenses were \$204,069.55; while in 1911-12 the average daily number had been reduced to 1,100, and in the following year to 1,092, and in 1913-14 to 1,037. The past year, however, has shown a slight increase in the average daily number (1,110) but not so great as to justify the constant rise in the cost of the institution. Even a more striking comparison is made when the present requested appropriation is compared with the expenses of the island in 1905-06. For the purpose of brevity the following table will show the sharp rise both in number of employees and in the cost of running the institution:

	1905.	1911.	1912.	1913.	1914.	Estimate, 1915.
Total regular and temporary.	106	119	136	139	138	148
Officers.....	41	50	56	57	63	63
Cost.....	\$182,342 43	\$205,022 35	\$228,698 27	\$232,308 84	\$258,189 58	\$285,462 00

In short, the number of employees in the present year has increased about 40 per cent., the population has decreased about 8.4 per cent. and the total cost has increased 41 per cent.

The requested appropriation for each division will be discussed in detail.

#### 1. CENTRAL OFFICE.

The amount of money (\$24,145) requested for the support of the central office may be divided into the following items:

Salaries . . . . .	\$22,750
Pensions . . . . .	950
Office expenses (printing, postage, stationery, etc.) .	445
	<u>\$24,145</u>

The principal item to be discussed is that of the \$2,005 increase in the pay rolls of the division over the present yearly rate of payments in the office. There are at the present time twelve employees attached to this office whose salaries, including the commissioner's, range from \$900 to \$5,000 a year. No new employees are intended to be added, but the increase requested will be used to restore the pay of those who were affected by the 5 per cent. ukase of the Mayor in 1914. Such action would allow all the employees, except the commissioner and the assistant commissioner, whose salaries are fixed by statute, to recover the increases which were granted at the end of the administration of ex-Mayor Fitzgerald and which, in most cases, were made for the purpose of embarrassing financially the present Mayor. In no case was the increase given for any increase in duties, and at the present time the restoration is based on no better grounds than that the employees should have back again what they had for a short period in 1914.

Instead of giving back these increases in a wholesale fashion it would be better to study the qualifications of each employee and restore according to merit. What has been stated of the nature of the work and the quantity demanded in other city departments applies with special emphasis to this department. The office is already overcrowded with both men and women clerical assistants and no one of them is called upon to do laborious work or to give long hours to the service.

The salaries established by statute for the commissioner, \$5,000, and for the assistant commissioner, \$2,500, should be allowed as required by law.

The secretary and clerk of the department, Mr. Pope, formerly received \$2,500 a year, but was reduced by ex-Mayor Fitzgerald to \$2,000. An increase of \$250 would be unjustifiable.

Mr. Boudrot, the purchasing clerk of the department, has been removed and his place should not be filled, inasmuch as the large purchases, such as flour, sugar, coal, etc., are now bought by the Supply Department and the

purchasing of the other necessary supplies for Deer Island could be made by one of the other four male clerks. Provision for his salary should be entirely eliminated.

The increases to Mr. Graham, Mr. Murray, Mr. O'Kane, Mr. English and Mr. Quinn should be denied. Mr. Graham acts as bookkeeper of the department at \$2,000 a year and, while he is a conscientious employee, the nature of his services does not warrant more than \$2,000 a year. Similarly with Mr. Murray and Mr. Quinn.

Mr. O'Kane, the clerk and messenger, was for many years clerk of committees of the Common Council and when the charter amendments took effect his office was abolished. There is no reason for the increase of \$200 to him.

Mr. English, acting as court officer and interpreter, was appointed by ex-Mayor Fitzgerald in 1910. No increase should be given to him.

The duties of the stenographer (Miss Connor) and the clerk (Miss Berran) are not such as to require salaries of \$1,000 grade. The salary paid Miss Barry, \$720, should remain the same as at present as she has received increases in salary in 1913 and 1914.

The item for pensions of \$950 is to pay the salary of a retired purchasing agent (William A. Prescott).

The item for office expenses is much less than has been spent in past years and may be allowed as requested. Therefore, the requested appropriation for the central office should be set at the following figures:

Pay rolls . . . . .	\$18,745
Pensions . . . . .	950
Office expenses . . . . .	445
	<hr/>
	<u>\$20,140</u>

Such an appropriation would represent a saving of \$3,650 over the allowance of the Mayor.

## 2. HOUSE OF CORRECTION.

The institution at Deer Island is under the charge of a master appointed by the commissioner of the department. This master is authorized and required by law to appoint and be responsible for all subordinates in the House of Correction.

The department expenses have continuously advanced year after year, and there does not seem to be any hope that they will ever reach a maximum limit. Some study should be made of the number of officers needed for the institution, so that each officer shall be assigned to the care of a certain number of persons, and this number of officers should vary according to the population of the island. At the present time no such schedule exists, but officers are employed according to the discretion of the chief executive. Thus in 1911-15 there has been an increase of employees at the House of Correction from 119 to 146, or approximately 25 per cent., in four years. Seven of these are rated as temporary firemen. It is now proposed to add two more employees, one to fill a vacancy at \$480 and the other to permit the return of a person at \$800, temporarily off the roll on account of sickness.

The bookkeeper of the department, in conjunction with the commissioner, made up the estimate for the institution, but admitted that the sum requested was in excess of the actual needs, as they had in mind the usual occurrence of a big reduction by the Mayor and accordingly estimated a figure that would permit of this reduction. The cut which the Mayor made, of \$10,462, cannot be termed a "big reduction" considering the size of the appropriation, and the action of the Mayor leaves the department with a comfortable margin for the year. The request for the appropriation for the House of Correction, as previously stated, is \$285,462, which has been cut by the Mayor to \$275,000, and may be divided as follows:

Office expenses . . . . .	\$1,045
Pay rolls . . . . .	105,342
Pensions . . . . .	3,000
General expenses . . . . .	176,075
	<hr/>
	<u>\$285,462</u>

(a.) *Office Expenses.*

The office expenses include such items as printing, postage, stationery, telephones, etc., and as the annual expenditure is approximately \$1,000 this amount should be allowed.

(b.) *Pay Rolls.*

The requested appropriation provides for a roster of 148 employees for the current year and increases of salaries of \$200 to the three probation officers and for certain regular grade increases to clerks, officers and matrons.

The salary schedule adopted by the department for clerks and officers provides an entrance salary of \$480 a year, with an annual increase (\$60 a year until \$660 is reached, then \$140) until the maximum rate of \$800 is reached. In the case of the matrons the minimum rate is \$300 and the maximum \$360. The salary schedule for the clerks, with the exception of Mr. Whitney, who has just been discharged and who received \$1,500 a year, has been adhered to by the department. The officers' and matrons' schedules, however, have been honored quite as much in the breach as in the observance, with the result that some officers receive \$800 a year on entering, while one specially favored officer is now receiving \$900, and there are matrons who receive compensation above the salary schedules in amounts varying from \$420 to \$660 a year.

A compilation of the salaries of the present force (including seven temporary firemen and the two new employees to be added), together with the increase of salaries to be given the regular force, was made, and it



was found that instead of the \$105,342 for the salary schedule submitted by the department, a reduction of \$885 could be made which would take care of all the 148 employees with their regular grade increases. As former Commissioner Gore stated to a representative of the commission that no new employees, other than the two mentioned above, would be needed in the current year, a maximum salary schedule of \$104,457 should suffice.

(c.) *Pensions.*

There are six pensioners, four men and two women, now on the rolls of the department, who receive \$1,770 a year. The department asks for \$3,000 to cover possible retirements during the year, but as no definite number is known, nor has there been a decision as to who shall be retired, the amount expended last year should be allowed for the current year, namely, \$1,770.

(d.) *General Expenses.*

In making up the estimate under this heading the bookkeeper stated to a representative of the commission that the commissioner had padded the sums in order to allow the Mayor an opportunity to make the usual reduction. The amount requested is \$11,583.80 more than was spent last year, which was the costliest year in the history of the institution, the average cost per inmate being \$234.41, or an increase of about 50 per cent. over the cost of the year ending January 31, 1910. The segregated items under the heading of "General Expenses" are as follows:

1. Uniform Desertion Act . . . . . \$15,000

By this legislative act (Acts of 1911, ch. 456, sec. 8) the master of the House of Correction is required to pay over to the probation officers of the various courts for the use of a destitute wife and children 50 cents for each day's hard labor of the man at the island. Since

the passage of this act the expenses under this item have increased from \$90 in 1911-12 to \$12,200 in 1914-15, and the department estimates that \$15,000 will be needed for the coming year.

The object of the law was to jail indolent and lazy fathers who refused to support their families, and to protect their wives and children during the period of incarceration by supplying them weekly wages.

Inquiry at the office of the probation officer for the Central Municipal Court elicited the information that instructions have been given to the assistant probation officers to be careful in their selection of cases to be sent to the island under the law and to keep the expenses down as much as possible. A study of the pay roll charges for this item, however, shows that other courts are not as careful as the Central Court. The Roxbury Court is especially free in sending down men to the island and in collecting money under this act. Thus the present weekly pay roll (March 6) shows a payment of \$100 to the Roxbury Court, while the Central Municipal Court, which is many times larger than the Roxbury Court in the amount of business transacted, is only \$38.25. In the suburban courts, a somewhat larger amount is paid weekly than to the Central Municipal Court.

The House of Correction, on the other hand, has not made its industry account show an increase on account of the money spent under this act, but in fact a decrease in the amount of work performed in the overall industry has resulted. Either a marked decrease in the number of officers employed by the county for these industries accounts should be made or a great increase in the income from the industries should result, in order to take care of the increased burden placed upon the county by the Uniform Desertion Act. If this is not done the entire profit of the industry account, which now amounts to about \$20,000 a year, will soon be eaten up by payments under the Uniform Desertion Act. Inasmuch as the bookkeeper has admitted a

considerable padding in all items, the department may be allowed the sum of \$12,000.

2. Food . . . . . \$80,000

If the department places its purchases on a public competitive basis, a sharp decrease in expenditures can be looked for. In the past the department has bought its meat, fish, etc., only on orders, although in some years there was public competition. With a constantly decreasing population a less expenditure should be made, especially if public competition is resorted to. The sum of \$70,000 is recommended for allowance on this item.

3. Ice . . . . . \$150

The average annual expenditure, except in the year 1913-14, is about \$40 and this amount should be allowed.

4. Clothing . . . . . \$16,500

This is a variable item and may be allowed at \$14,720, which is a fair increase over an average for a five-year period.

5. Bedding . . . . . \$1,500

Allowed as requested.

6. Furniture and household supplies . . . \$8,000

When a larger population than the past year was served, an amount less than \$7,000 sufficed. \$7,000 may be allowed.

7. Fuel . . . . . \$22,000

The engineer at Deer Island has figured that the institution used 5,156 tons of coal last winter, and using this amount and prices paid last year as a basis, the sum of \$19,000 will be sufficient to carry the institution through the year. The sum of \$19,000 is recommended for allowance.

8. Lights . . . . . \$900

Allowed as requested.

9. Medical and surgical supplies . . . . \$1,500

Allowed as requested.

10. Religious services . . . . . \$2,500

This item includes salaries and incidentals and was provided for partly in the pay roll account and was inserted here by the bookkeeper through a mistake. The portion that is for salaries, \$2,220, should be eliminated, leaving an allowance of \$280.

11. Entertainment of inmates . . . . \$175

12. Library and school supplies . . . . \$250

Allowed as requested.

13. Disinfectants . . . . . \$1,500

Now bought without competition from the Columbian Insecticide Company, the manager of which is a friend of the former purchasing clerk, Mr. Boudrot. Competition would undoubtedly bring a less price; recommend \$1,000.

14. Repairs and improvements . . . . \$15,000

The item of repairs and improvements is used as a sort of contingent fund. It is not known in advance of the making of the appropriation just what repairs will be needed or what improvements will be made. As no definite layout, plans or drawings have been made for the new boilers or repairs to the old ones, which are at present contemplated to be made from this sum, this item should be excluded from the budget and should later be made the subject of a special appropriation. The engineer (Mr. Hackett) at the island estimated that it will cost between \$20,000 and \$35,000 for new boilers and for repairs to the old ones and if he is correct the amount requested is entirely inadequate.

The request should be denied and the matter taken up later when the department has perfected its plans.

15. Agricultural . . . . . \$9,000

This item is usually meant to cover seed, farming implements and feed for the cattle and hens, but this year it includes the allowance for the purchase of a herd of cattle, the last herd having been slaughtered in the epidemic of the "hoof and mouth disease."

The bookkeeper of the department estimates the cost of a new herd of cattle at the valuation placed upon that destroyed last autumn, namely, \$3,300. Inasmuch as the United States Government and the Commonwealth of Massachusetts have each agreed to pay one-half the share of the cost of the \$3,300, and as the auditor is willing to credit this money, when received, to the purchase of a new herd, the \$3,300 requested herein can be eliminated and the money received transferred to the purchase of new cows. \$5,700 is recommended.

16. Freight . . . . . \$50

Allowed as requested.

17. Transportation . . . . . \$200

\$150 has usually sufficed in other years.

18. Tobacco . . . . . \$350

Allowed at \$300.

19. Soap and laundry supplies . . . . . \$1,000

Allowed at \$800.

20. Gratuities . . . . . \$500

This item covers advances of railroad tickets under authority of a statute which authorizes such advances in a sum not exceeding \$10. Allowed at \$300.

If the allowances which are herein recommended be appropriated for the House of Correction, they should read as follows:

Office expenses . . . . .	\$1,000
Pay rolls . . . . .	104,457
Pensions . . . . .	1,770
General expenses . . . . .	135,665
	<hr/>
	<u>\$242,892</u>
Mayor's allowance . . . . .	\$275,000
Finance Commission's allowance . . . . .	242,892
	<hr/>
Saving . . . . .	<u>\$32,108</u>

COMMUNICATION TO THE HOUSE OF REPRESENTATIVES  
*in relation to*  
THE ESTABLISHMENT OF A STATE SCHOOL  
FUND.

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Boston, April 12, 1915.

*To the Honorable the House of Representatives:*

GENTLEMEN,—The Finance Commission submits herewith a report on House Bill 670, which is now before your honorable body and which provides for the establishment of a state school fund from the proceeds of a state tax of one-half of one mill upon each dollar of valuations of the cities and towns of the Commonwealth.

Ninety per cent. of this fund is to be known as the school equalization fund for assisting certain communities which spend more than a tax of \$4 upon each \$1,000 of the valuations for public schools.

The proponents of the bill claim that many of the communities of the state find it difficult to meet the necessary cost of public education out of local taxation, while the larger communities are able to support excellent schools by a tax of \$4 or less, and in order to remedy this inequality, a state tax should be levied so as to subsidize those communities which are presumably struggling under a heavier educational burden than they should. The balance, 10 per cent. of the fund, is to be known as the school special fund for reimbursing cities and towns, in whole or in part, for the cost of evening schools.

Although Boston at the present time pays for public education of its citizens \$4.18 a thousand in addition to an annual loan of \$500,000 for land and buildings for new schools, by the classification of the State Board of

Education it is only credited with an expenditure of \$3.45 for public school support and is, therefore, excluded from participation in the school equalization fund.

Section 10 of the bill would permit the city to share in the balance left in the school equalization fund after the allotments were made, but the commission understands that under the one-half mill tax there will be no balance to distribute. The latter sections of the bill, 11 and 12, allow an interpretation that Boston may be permitted to share in the school special fund (10 per cent. of the fund), provided the State Board of Education approves.

If, however, these latter sections are read in conjunction with the report of the Board of Education (House Document 1752, page 8), it will be seen that the Board of Education excludes Boston, as it intends to use the 10 per cent. fund in assisting only the presumably poorer communities of the state. Accordingly Boston will be called upon to contribute but will not be allowed to participate in either of the funds.

According to the terms of the bill, the valuation upon which the tax is to be levied is to be reckoned on the basis of the determination of the State Tax Commissioner, and as his present figure is \$1,707,930,405 for Boston, it will mean an annual contribution by the City of Boston of at least \$853,965.20.

Boston at the present time is spending annually about \$6,872,151 for the support of its educational system, of which 90 per cent. of the part of the appropriation paid from the tax levy (or over \$5,000,000) is paid for the salaries of teachers and instructors.

The school expenses, independent of loans, appropriated from the tax levy have increased between 1908 and 1914 from \$4,024,902.48 to \$5,900,000. The total expenditures on schools by the City of Boston in the last ten years, including the \$700,000 appropriated for a new High School of Commerce, is approximately \$54,863,563.



Boston maintains the following schools in whole or in part at its own expense, and thereby lessens the expense of the state:

An independent Normal School at an annual cost of \$40,927.15, besides providing a site and building for the same at a cost of \$570,527.85.

The Horace Mann School building, which was provided by the city for the deaf and dumb and which pupils from all parts of the state attend.

The Girls' and Boys' Industrial Schools, costing for land and buildings about \$387,431.37, for which the state pays the city one-half of the cost of the annual maintenance, but does not contribute to the initial construction of the buildings or to the cost of the original equipment.

In addition to maintaining these schools, Boston supports an independent city department (including the Suffolk School for Boys) for the care of delinquent and neglected children, at a cost of about \$150,000 annually, in addition to the city's one-third share (\$113,542.95) paid to the state for maintaining minor wards in state institutions. It also contributes through the state tax one-third of the cost of pensions to school teachers in the state, and one-third of the cost of the support of State Board of Education expenses, including one-third of the cost of the contributions now made to cities and towns from the Massachusetts school fund and one-third of the cost of the state normal schools.

This bill is only one of many which have been presented during the past thirty-one years to the General Court which seek to place upon the large and presumably opulent communities of the state a part of the burden of supporting the educational facilities in other and presumably poorer communities.

As Governor Wolcott in a message vetoing a somewhat similar bill in 1897 said, "Being a tax laid directly upon certain communities of the Commonwealth for the benefit of other communities, it is likely to prove a constant source of irritation to those upon whom its provisions

bear with more or less severity and a constant temptation to increase rather than to correct the existing inequalities of valuations."

The Finance Commission does not question the doctrine that the Commonwealth itself has a direct interest in seeing that all of its citizens receive proper educational opportunities and facilities, but it does not believe that the long recognized custom in this state that the support of public education is a purely local matter should be disturbed or that a part of the burden of such a bill should fall with undue hardship upon communities like the City of Boston, which is already doing more than its duty and expending large sums on the education of its citizens and those of the state.

The advocates of such a theory who support this bill could better accomplish the desired object by a closer system of inspection of the assessment of property in the cities and towns of the Commonwealth in order that the omission of taxable property from the assessing lists might be lessened, rather than by an inequitable system of taxation. The message of His Excellency Governor Walsh to the Senate in the present year (Senate Bill No. 1) which pointed out that Lawrence, which would benefit under the present bill, had allowed a certain mill to escape local taxation to the extent of \$4,000,000, commenting that "the wilful omission of taxable property from assessments is still a common practice in many towns," shows the injustice of the proposed subsidization. If the State Board of Education had found after careful investigation that the cities and towns of the state are neglecting to establish schools and that people are lapsing into a state of illiteracy, drastic action might be taken. The commission believes that such a condition of affairs does not exist in Massachusetts. It is supported in this position by the report of the State Board of Education (House Document 1752, page 6), which says:

Towns and cities responding to local public demands for more serviceable public school facilities as well as to new legal

requirements are, in general, increasingly disposed to maintain good public schools. The salaries of teachers are rising, the size of classes diminishing, and the equipment of schools is improving, while the variety of educational opportunities offered is being extended.

The millions which Boston has spent in the past in the cause of education and the present condition of its educational system is its answer to the supporters of this bill, when they state that Boston in opposing it places the dollar before the child. Rich as Boston appears to be, a policy of the strictest economy must be pursued in order to meet the present obligations of the city. If the further burden of this bill is placed upon it and the City of Boston is compelled to contribute \$853,965.20 annually it may mean that the city will be compelled to eliminate many of the improvements in the school system and in other departments already instituted and under advisement.

The Finance Commission concurs in the report of the Committee on Ways and Means that the bill ought not to pass and recommends that the bill be not passed.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE CITY COUNCIL  
*in relation to*  
THE CITY BUDGET.

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BOSTON, April 16, 1915.

*To the Committee on Appropriations of the City Council:*

GENTLEMEN,— The Finance Commission is informed that His Honor the Mayor is prepared partially to accede to its recommendations that the budget for the departments under his control be reduced provided the sum thus saved is put into the Reserve Fund.

The commission earnestly recommends that this compromise offer be not accepted. If the proposed transfer to the Reserve Fund is made the council will relinquish its present control over the money to be transferred and will place it absolutely in the hands of the Mayor. The Reserve Fund of \$100,000 originally allowed by the Mayor should be sufficient to meet all reasonable needs and contingencies.

The commission has seen copies of a second printed communication from His Honor to the council. The commission has compared this communication both in substance and in detail with the facts. The commission is confirmed in its opinion that the figures which it has submitted officially to your honorable body are accurate and the recommendations sound.

The responsibility now rests upon the council.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE GOVERNOR  
*in relation to*  
 THE REMOVAL OF THE ELEVATED STRUCTURE  
 IN WASHINGTON STREET.

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Boston, April 16, 1915.

HON. DAVID I. WALSH,

*Governor of the Commonwealth of Massachusetts:*

YOUR EXCELLENCY,— At the request of His Honor Mayor Curley the Finance Commission submits its report on Senate Bill No. 59. This bill follows very closely the wording of former bills that have been defeated, particularly House Bill 1026 and 1026A of 1909, which provided for removing the elevated structure on Washington street and the construction of a subway.

Under the provisions of ch. 94 of the Resolves of 1909, the bills of 1909, among others, were considered by a joint board consisting of the Railroad Commissioners and the Boston Transit Commissioners. The report of this Board is contained in the sixteenth annual report of the Boston Transit Commission. The present bill has been reported according to the provisions of ch. 84 of the Resolves of 1913 by the Boston Transit Commission, and its report is contained in the twentieth annual report of the Transit Commission, page 74. Both reports mentioned are important from the figures contained and particularly on account of a legal opinion of the Attorney General of the Commonwealth, printed originally in the sixteenth report of the Transit Commission and reprinted in the twentieth report. According to this opinion it appears reasonably certain that any action of the city to secure the object contemplated in the bill, to wit, the removal of the elevated railway structure, the building of a tunnel in substitution therefor and the use of the

tunnel by the Boston Elevated Railway Company, would be possible only with the consent of the Elevated Railway Company.

The probable cost which the proposed legislation would entail upon the city is difficult to determine.

The best condition for the city which can be reasonably assumed is that the Elevated will allow the removal of the present elevated structure in return for being furnished a subway for its use, free of rental, for a period equal to the life of the elevated structure (which has been estimated at seventy-five years). Assuming that the city would borrow money to pay for the construction of the subway by a twenty-year loan at 4 per cent. interest, the estimated annual cost to the City of Boston would be as follows:

Subway construction . . . . .	\$4,312,000
Estimated extra expense during subway construction . . . . .	250,000
Total . . . . .	<u>\$4,562,000</u>

Annual charge on twenty-year sinking fund basis and interest at 4 per cent.:

Interest at 4 per cent. . . . .	\$182,480
Sinking fund . . . . .	164,419
Total annual cost . . . . .	<u>\$346,899</u>

No returns from rentals would be received, however, for a period of fifty-five years after the cost of the subway had been paid by the city.

This cost might be somewhat reduced by the following considerations:

1. *Increase in Taxable Value.*—According to the Transit Commissioners' report, a decrease in value of \$310,800. occurred as regards the property on Main street after the construction of the elevated railway. It is not clear that this decrease was altogether due to the

building of the elevated structure, neither is it clear that the removal of the elevated structure would restore this loss in value.

2. *Betterments*.— It is difficult to see how betterments could be assessed on account of the removal of the structure. Considering the experience of the city in the assessment of betterments, it is fair to assume that practically no betterments would be received on account of the removal of the elevated structure in Charlestown.

3. *Use of Elevated Structure Space*.— It is also claimed that the land now used by the elevated structure would be used for other purposes, thereby increasing the taxable valuation. Practically the only land that could be so used would be a portion of the lot occupied by the Sullivan square terminal station. As a large part of that lot would be permanently occupied for car barns, etc., even were the subway built, it is doubtful if any substantial increase in taxes would be gained from this source.

After consideration of these three possible sources of benefit to the city the commission believes that an estimate assuming that the \$310,800 decrease in valuation will be restored is all that is warranted. This increase at the present tax rate, \$17.50 a thousand, would return a total increase in taxes of \$5,439 annually. Taking this amount from the annual costs to the city as previously estimated, \$346,899, leaves a net total of \$341,460 as the least probable annual expenditure for twenty years that would have to be assumed by the city on account of the removal of the Charlestown structure. To provide this amount, approximately 23 cents on a thousand would have to be added to the tax rate for a period of twenty years without any compensating rental from the subway.

If Senate Bill No. 59 becomes a law it will be preliminary to another bill calling for the removal of the elevated railway in Washington street, city proper. A similar calculation shows that the removal of the Washington street structure would increase the tax rate by

approximately 50 cents, or a total increase of the tax of nearly 75 cents a thousand, on account of the removal of both structures.

Your Excellency's attention is also called to the fact that the bill is compulsory and does not require approval by the Mayor and City Council before taking effect. The bill, if passed in its present form, would violate the principle which the Finance Commission has insisted on whenever practicable, that all legislative enactments involving the expenditure of money by the City of Boston should be passed subject to the approval of the Mayor and City Council. The Finance Commission further directs Your Excellency's attention to the fact that the original bill which permitted the erection of the elevated structure had a referendum clause, submitting the question to the citizens of Boston for approval or disapproval.

The Finance Commission respectfully requests Your Excellency to veto Senate Bill No. 59.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN F. MOORS,  
*Acting Chairman.*



COMMUNICATION TO THE CITY COUNCIL  
*in relation to*  
 THE CITY BUDGET.

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BOSTON, May 8, 1915.

*To the Honorable the City Council:*

GENTLEMEN,—The Finance Commission has examined the budget for the Sewer Service recently presented by His Honor the Mayor in substitution for that passed by your honorable body and vetoed by him, and reports as follows:

The criticisms by the Mayor of the segregated budget originally passed by your honorable body are contained under six headings. The first two are legal questions involving the respective powers of the Mayor and the City Council. Inasmuch as a segregated budget cannot be passed without the cooperation of His Honor and inasmuch as the Finance Commission has presented, with His Honor's approval, its draft of a segregated budget for the Sewer Service, the Finance Commission does not at this time pass on the legal questions raised by His Honor. The commission's desire is to have made a test of the segregated budget principle, so that the system, if found in practice to be workable, may be adopted with such modifications, if any, as experience may show to be advisable.

The remaining four criticisms relate to the formation of the budget and its operation, had it been adopted.

Criticism 3 states that if this segregated budget were adopted it would require the City Auditor to open 227 separate accounts, which would involve additional clerical service for the expense of which no money has been provided in the budget. While this anticipation might be realized to some extent, it probably would not have,

as will hereinafter appear, the ultimate effect anticipated by His Honor. The exact effect can only be determined by experiment.

The actual operation as regards the bookkeeping system will probably be as follows:

Each official responsible for the expenditure of money will know exactly how much money he will be allowed to spend during the year and the exact purpose for which the appropriation is to be spent. All materials of each class, except possibly such as are to be used for construction work in the streets, would be bought on a single order. They would be paid for and the bookkeeping accounts closed immediately after the purchases were made. The result would therefore be to decrease greatly the number of individual entries. This result would in a large measure compensate for the additional work in opening accounts. The opportunity for saving in clerical work on account of a smaller number of separate purchases will be shown by an examination of the schedule appended herewith, marked Appendix A, which is a list of the consecutive clerical operations required for the purchase by the Sewer Service of any article, either of small or great cost. If the segregated budget is adopted the additional bookkeeping expenses will be negligible, as the entire work would include only a fractional part of the time of one bookkeeper.

Criticism 4 states that the minute classifications would result in confusion, and that to determine the total expense of the Sewer Service at any given time would require adding up 227 accounts. This does not seem to be a serious objection. As each appropriation of the segregated budget is made independently of other appropriations, the necessity for determining the total expenditure would be at infrequent intervals. Even were the objections of the Mayor realized it could result only in a few minutes' work on the part of a single bookkeeper occasionally.

Criticism 5 states that no provision for elasticity is made. An elastic segregated budget would be an

anomaly. The idea of segregation is to prevent elasticity. As a matter of fact, miscellaneous items which include a large number of small expenditures have been included in the segregated budget. This is not because elasticity seemed to be a necessary or advisable quality, but because the items included were so small as to be unimportant.

Criticism 6 states that certain items seemed to be in duplicate, and that a division is made between the items for spruce and pine lumber. The seeming duplication in the employees' list is because there are different groups of men, apparently having the same duties and with the same titles, who are paid at different rates.

The division between spruce and pine lumber, while it seems unnecessary, is for as good a reason as for dividing any other two items of the budget. Spruce lumber is used for the greater part in actual construction of sewers, for the bracing of trenches and similar street work. Pine lumber, which means in general hard pine, is used for gates, stop planks and other interior work. There would be no great objection in grouping all these employees under one item, or in making one item for lumber.

The Mayor's criticisms are principally on account of the number of items into which the expenditures of the Sewer Service have been divided. The commission does not believe that the number of items would cause any of the difficulties anticipated were the budget adopted as originally submitted.

The substitute budget presented by His Honor the Mayor provides for ten independent appropriations, two for each of the subdivisions into which the Sewer Service was divided; one appropriation for salaries and wages, the other for labor and materials. This method would be somewhat better than the present system, but would be only a short step toward segregation, and for the experimental purpose of determining the effect of real segregation would be practically valueless. The budget as suggested by the Mayor will

prevent any important changes in the present auditing system and will not allow an impartial consideration of the proposed segregated budget.

In order to meet the Mayor's criticism of an excessive number of items in the budget, the following draft has been prepared. This draft contains 114 items, as compared with 227 items in the previous draft. The reduction has been made by a combination of items without a sacrifice to any great extent of the principle of segregation. The present schedule reduces the number of items to as small a number as is advisable, if the budget is to have any value for experimental purposes. The commission suggests that this budget be submitted in conference to His Honor the Mayor, to ascertain if some amicable arrangement can be arrived at whereby the principle of segregation can be retained and the experiment of the segregated budget tried under favorable conditions. It is clear that an impartial trial of the segregated budget cannot be obtained from a prejudiced administrative force.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

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## APPENDIX A.

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### SCHEDULE SHOWING CLERICAL WORK REQUIRED TO COMPLETE A PURCHASE FOR THE SEWER SERVICE.

1. Order slip made in duplicate at yard.
2. Sent to sewer office.
3. Approved by division engineer.
4. Approved by engineer in charge.
5. Requisition on Supply Department in duplicate (duplicate retained by Sewer Service).
6. Bid asked for by Supply Department.
7. Orders in duplicate to dealer (duplicate retained by Supply Department).

8. Goods delivered by dealer.
9. Bills in duplicate sent to Supply Department.
10. Bills checked by Supply Department as to price.
11. Bills checked with order to see that quantities agree (in sewer office).
12. Bills sent to foreman of Sewer Service.
13. Foreman certifies as to quantity, quality and weight.
14. Checked by district engineer for quantities.
15. Certificate of receipt sent to Supply Department.
16. Dealer's monthly statement in duplicate sent to Supply Department.
17. Statement audited by Supply Department and approved.
18. Statement audited by Sewer Service and signed by engineer in charge as correct.
19. Approved by division engineer.
20. Approved by Commissioner of Public Works.
21. Sent to auditor.
22. Audited and copied in schedule book.
23. Schedule sent to treasurer.
24. Dealer's slip made out by auditor.
25. Dealer's slip entered by treasurer.
26. Payment by cashier.
27. Entry in books of treasurer.

#### APPROPRIATIONS FOR FISCAL YEAR 1915-16.

##### PUBLIC WORKS DEPARTMENT (SEWER SERVICE).

##### *Central Office.—Salaries and Wages.*

ITEMS.	Amount.
Division engineer . . . . .	\$2,500 00
Engineer, special work . . . . .	2,500 00
Assistant engineer . . . . .	1,600 00
Draughtsman . . . . .	2,500 00
Clerks . . . . .	3,680 00
Rodmen . . . . .	780 00
Instrumentmen . . . . .	1,400 00
Inspectors . . . . .	15,652 00
Boys . . . . .	312 00

##### *Central Office.—Materials, Supplies, General Expenses and Pensions.*

ITEMS.	Amount.
Printing . . . . .	\$1,800 00
Office supplies and miscellaneous . . . . .	1,720 00

ITEMS.	Amount.
Telephones . . . . .	\$950 00
Traveling expenses . . . . .	500 00
Automobile maintenance . . . . .	2,300 00
Pensions and annuities . . . . .	17,500 00

*Yards, Stable and General Force.—Salaries and Wages.*

ITEMS.	Amount.
Foreman . . . . .	\$1,500 00
Subforeman and inspector . . . . .	1,820 00
Carpenters . . . . .	546 00
Clerks . . . . .	500 00
Watchmen and stablemen . . . . .	10,348 00
Steam engineers . . . . .	624 00
Teamsters . . . . .	5,334 00
Masons and stonecutters . . . . .	10,549 50
Laborers and sewer cleaners . . . . .	29,219 00
Yardmen . . . . .	4,134 00

*Yards, Stable and General Force.—Materials, Supplies and General Expenses.*

ITEMS.	Amount.
Bricks . . . . .	\$550 00
Cement . . . . .	550 00
Crushed stone and sand . . . . .	275 00
Lumber . . . . .	875 00
Rubber goods . . . . .	500 00
Coal . . . . .	1,000 00
Oil and gasolene . . . . .	1,300 00
Stable expenses . . . . .	5,130 00
Cleaning rods . . . . .	500 00
Catch-basin fittings . . . . .	2,675 00
Hose . . . . .	325 00
Sewer pipe . . . . .	500 00
Iron contracts . . . . .	3,700 00
Gas and electricity . . . . .	365 00
Canvas . . . . .	200 00
Blacksmith work . . . . .	320 00
Sewer cleaning machinery, hired . . . . .	2,500 00
Teams, hired . . . . .	500 00
Catch-basin and sewer cleaning contracts and dredging . . . . .	35,400 00
Repairs and damages . . . . .	3,500 00
Miscellaneous . . . . .	1,038 00

*Main and Intercepting Sewers.—Salaries and Wages.*

ITEMS.	Amount.
Foreman . . . . .	\$1,500 00
Subforemen and inspectors . . . . .	2,184 00
Clerks . . . . .	1,000 00
Watchmen . . . . .	858 00
Masons . . . . .	1,551 00
Janitors and laborers . . . . .	9,516 00

*Main and Intercepting Sewers.—Materials, Supplies and General Expenses.*

ITEMS.	Amount.
Bricks . . . . .	\$50 00
Cement . . . . .	50 00
Lumber . . . . .	500 00
Sand . . . . .	10 00
Rubber goods . . . . .	75 00
Coal and oil . . . . .	300 00
Stable expenses . . . . .	1,065 00
Tide gates . . . . .	4,500 00
Hose . . . . .	150 00
Gas, electric light and power . . . . .	525 00
Blacksmith work . . . . .	200 00
Hired teams . . . . .	300 00
Bronze nuts and bolts . . . . .	150 00
Miscellaneous . . . . .	410 00

*Pumping Stations.—Salaries and Wages.*

ITEMS.	Amount.
Superintendent main drainage . . . . .	\$2,500 00
Steam engineers . . . . .	6,932 00
Machinists and helpers . . . . .	4,368 00
Firemen . . . . .	8,112 00
Oilers . . . . .	20,280 00
Carpenters . . . . .	2,340 00
Blacksmiths . . . . .	1,170 00
Coal passers . . . . .	6,864 00
Electricians . . . . .	1,248 00
Masons . . . . .	1,551 00
Watchmen . . . . .	5,050 00
Teamsters and stablemen . . . . .	780 00
Clerks . . . . .	963 00
Laborers . . . . .	6,786 00
Painters . . . . .	858 00

*Pumping Stations.—Materials, Supplies and General Expenses.*

ITEMS.	Amount.
Cement . . . . .	\$10 00
Lumber . . . . .	735 00
Rubber goods . . . . .	50 00
Coal . . . . .	24,000 00
Oils and engine grease . . . . .	1,500 00
Engine and boiler fittings . . . . .	1,100 00
Rubber valves . . . . .	2,000 00
Packing . . . . .	1,000 00
Stable expenses . . . . .	750 00
Electric power . . . . .	4,100 00
Towing . . . . .	1,100 00
Coal tests . . . . .	150 00
Boiler inspection and insurance . . . . .	197 00
Iron and brass pipe . . . . .	50 00
Fire brick and fire cement . . . . .	250 00
Repairs to station equipment . . . . .	2,500 00
Repairs coal bin . . . . .	1,250 00
Miscellaneous . . . . .	1,160 00
Boiler compound and soda . . . . .	200 00

*Moon Island Outlet.—Salaries and Wages.*

ITEMS.	Amount.
Foremen . . . . .	\$1,500 00
Gatemen . . . . .	4,550 00
Masons . . . . .	1,551 00
Teamsters . . . . .	780 00
Laborers . . . . .	4,056 00

*Moon Island Outlet.—Materials, Supplies and General Expenses.*

ITEMS.	Amount.
Cement . . . . .	\$100 00
Lumber . . . . .	200 00
Coal and oil . . . . .	240 00
Stable expenses . . . . .	597 00
Police service . . . . .	150 00
Traveling expenses of employees . . . . .	725 00
Auto truck . . . . .	700 00
Contract for removing grease from east shaft . . . . .	900 00
Miscellaneous . . . . .	480 00



COMMUNICATION TO THE CITY COUNCIL  
*in relation to*  
 THE CITY BUDGET.

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Boston, May 15, 1915.

*To the Honorable the Committee on Appropriations of the City Council:*

GENTLEMEN,— The Finance Commission submits the following report on that part of the supplementary appropriation bill submitted to the City Council by His Honor the Mayor, under date of April 29, 1915, which does not relate to the Sewer Service.

The ten appropriations relating to the Sewer Service have already been made the subject of a special report by the Finance Commission and are not considered herein.

The departments considered for which supplementary appropriations were requested are as follows:

1. THE PUBLIC WORKS DEPARTMENT.

(a.) BRIDGE AND FERRY DIVISION.

*Ferry Service.*

Auxiliary lighting plant . . . . . \$17,500

The commission finds that the regulations of the Department of Commerce and Labor require the installation of auxiliary lighting plants in all ferryboats previous to August 1, 1915. The rule evidently does not require an electric lighting plant, and there seems to be no reason why oil lamps, which could be installed at a nominal cost, would not answer all requirements. The plan of the Public Works Department, however, contemplates storage batteries for emergency purposes to be connected with the present lighting system.

As the exact plans for doing the work are not available at the present time, a detailed estimate cannot now be made. The commission, however, secured a quotation on storage batteries suitable for the purpose as follows:

Fifty-five cells, which will have a capacity of twenty 25-watt lights for four hours, \$165, ready to install.

As the electric work necessary to install these batteries in the present circuits of wires on the boats will be of a simple nature, there seems to be no reason why the work cannot be done by the Ferry Service electricians. If the work is done by outside parties the cost of the total installation should not exceed \$250 a boat, or \$1,750.

The commission recommends that the amount of \$2,000 be specially appropriated for this work in place of the \$17,500 requested.

Repairs on boats . . . . .	\$10,000
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The original budget submitted by the Mayor asked for \$26,000 on account of repairs on boats. The Finance Commission recommended in its previous report a reduction of \$10,000 on this account, leaving an allowance of \$16,000 in the items which made up the total of the Ferry Service as passed by the City Council.

For the five years up to and including the year 1912 the average cost for repairs to boats was \$14,143.76. In the year 1913 the cost jumped to \$26,197.95, seemingly on account of the addition of the new ferryboat "John H. Sullivan."

In the year 1914 the expenditure was \$26,642. It therefore appears that an increase in the repair charges of approximately \$12,000 a year has been incurred on account of the addition of the new ferryboat. Why a new boat should cause this amount of repairs yearly is difficult to explain.

Schedules purporting to show in detail some of the

items upon which the original estimates for repairs to boats and repairs to buildings and drops were based have been recently furnished to the commission by the Public Works Department. It appears that the original estimate for repairs to boats "was based largely on the cost of this item during the past three years."

The commission believes, therefore, that under efficient management the \$16,000 allowed by the City Council for repairs of boats would be sufficient and that the additional \$10,000 requested is not necessary.

Buildings and drops . . . . . \$10,000

An additional amount of \$10,000 is asked for on this account. In the budget originally submitted by the Mayor \$17,000 was asked for on this account and an additional amount of \$4,200 for a new tank for the drop, making a total of \$21,200. The Finance Commission's report recommended a reduction of \$10,000 from this amount. For seven years, including 1914, the average expenditures from the regular appropriations for ferry repairs was approximately \$6,380. In the year 1912, \$40,579.44 was expended from a special appropriation, and in 1913, \$7,532.51 was expended from a special appropriation. The budget as passed by the City Council apparently allows \$11,200 for ferry repairs and new tank. This amount is \$3,470 more than the average yearly expenditure from the regular appropriation for the past seven years.

An examination of the schedule indicated that the figures as regards buildings and drops have been recently prepared, to furnish a specious excuse for the appropriations requested, rather than being the original figures from which the amounts requested in the budget were determined. The figures in general seem excessive for the purpose. Some of the items do not appear to be urgently needed and some of them should be taken from the regular appropriation.

The commission sees no reason to change the recommendations submitted and believes that no loss of

efficiency in the Ferry Service would be caused by the refusal of the City Council to authorize the amounts requested.

(b.) *Bridge Service.*

Repairs on certain bridges . . . . \$17,700

The additional sum of \$17,700 is asked for on account of the Bridge Service of the Bridge and Ferry Division for repairs on certain bridges which are scheduled. This amount and the schedule accounting for it are the same as recommended in the commission's previous report to the City Council. The commission recommends that it be specially appropriated for each bridge as requested.

HIGHWAY DIVISION.

*Paving Service.*

Granolithic sidewalks . . . . \$100,000

The commission does not advise the rejection or reduction of this item by the City Council at the present time, but suggests that action on it be deferred until the proposed request of the Mayor for a loan order of \$500,000 for repair of streets has been considered and action taken thereon.

2. THE HEALTH DEPARTMENT.

Consumptives in state institutions . . . \$192,000

In its original report to the City Council on the appropriation for the Health Department the commission recommended that the bills for patients treated at the state sanatoria should be made the subject of a special appropriation. While the discussion of the appropriation was progressing, the department was called upon to pay \$152,000 of the amount on an execution of court and, as no appropriation for the department had been made, payment was made by the City Auditor out of the amount which the department was allowed to spend pending the passage of a definite appropriation. The Mayor has now added to the

amount already paid to the state an additional \$40,000 in order to care for the bills of this year, the first quarter of which amounted to about \$10,000. The plan of the Mayor is therefore to seek reimbursement for the regular department appropriation of the \$152,000 paid to the state. The commission, however, suggests that, inasmuch as the Mayor and School Committee have agreed to transfer and to assume the Child Hygiene Division of the Health Department on June 1, thereby saving \$25,000 this year to the Health Department, this amount of \$25,000 should be deducted from the \$192,000, in order to keep unchanged the original cut made in the department's appropriation by the City Council. If \$25,000 is not deducted from the \$192,000 the department appropriation will be increased to that extent and the action of the City Council in reducing its budget will have been defeated.

The commission recommends that \$167,000 be appropriated for the Health Department as follows:

Consumptives in State Hospital, back bills . . . . .	\$127,000
Consumptives in State Hospital, 1915 . . . . .	40,000
	<hr/>
	<u>\$167,000</u>

### 3. BOSTON INFIRMARY DEPARTMENT.

Charlestown Almshouse . . . . .	\$5,544
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The commission recommended in its former report on the budget for this department that the appropriation should be cut in the amount of \$5,544 pending the removal of the institution to Long Island, and if after the removal more money was found necessary an additional appropriation or transfer could be considered at that time. Since the Mayor's supplementary budget was submitted the trustees of the department were asked by the commission to state the need of the \$5,544, and they replied that there was little prospect of the buildings at Long Island being in readiness by October 1. The chairman of the department was then examined at the office of the commission and admitted that,

although the contract for the new buildings was made on December 19, 1914, and called for the entire completion of them within nine months from the date of the contract, no letter had been sent to the contractor stating that time was of the essence and that the department would hold him to the time limit of the contract. He admitted, however, that if the buildings were finished on time it would mean a considerable saving not only in such items as heat, light, etc., but also in the number of employees. In the opinion of the chairman of the Infirmary Department, the employees at the Charlestown Almshouse with one exception, that of the matron at \$420, could be eliminated as they would not be needed at Long Island. The chairman consented to notify the contractor (and the commission has now received word that this has been done) that the buildings must be erected within the time specified and for failure to do so would hold him liable for any damages occasioned thereby.

In view of the testimony of the chairman, the commission recommends that no further action at this time be taken upon the requested appropriation of \$5,544 for the Charlestown Almshouse.

Steamer "George A. Hibbard" . . . . . \$2,000

The department was unable to give the details upon which the \$2,000 was based nor was the chairman of the department able to explain the need of any definite repairs, although he thought that a new wheel to cost about \$240 was necessary.

The commission recommends that no action be taken on the requested appropriation until the Infirmary Department furnishes a definite statement of the repairs necessary for the proper running of the boat.

#### 4. STEAMER "MONITOR."

Repairs and improvements . . . . . \$10,300

The Penal Institutions Department submitted, at the request of the commission, a list of the repairs and

improvements to the steamer, but no prices or estimates of cost were given, as the captain of the boat found "it impossible to state in figures the exact amount that will be necessary for the work." The commission has had a maritime expert examine the boat and in his opinion \$7,500 will be required both for the repairs to the boat and for the cost of hauling the steamer on the marine railway and the hire of a boat during the repairs.

The commission recommends that \$7,500 be specially appropriated for this purpose.

##### 5. PUBLIC BUILDINGS DEPARTMENT.

Furniture . . . . .	\$17,150
Repairs and alterations . . . . .	30,000

The commission requested the Superintendent of Public Buildings to submit the details upon which the above appropriations were requested, and received the following letter:

BOSTON, May 10, 1915.

BOSTON FINANCE COMMISSION,  
JOHN C. L. DOWLING, Esq., *Counsel*,  
*Tremont Building, Boston.*

DEAR SIR,— Replying to your communication of May 7, 1915, the same having reference to supplementary budget submitted to City Council, I would say that it will take some little time to prepare the data requested, and I will submit same to you at the earliest possible moment.

Yours respectfully,

RICHARD A. LYNCH,  
*Superintendent of Public Buildings.*

In view of this letter, which obviously shows the inadequate preparation of the department, and the utter lack of estimates showing the needs for the year, the commission recommends that no action be taken on these two appropriations.\*

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\* Since the report was adopted the commission is in receipt of a statement from the Superintendent of Public Buildings which shows that the superintendent is proceeding with the expenditure of money under these two items. The commission therefore recommends that no action be taken on these items until the commission has had an opportunity to verify and check up the statement submitted.

## 6. COUNTY OF SUFFOLK.

## PENAL INSTITUTIONS DEPARTMENT.

Repairs and improvements . . . . . \$15,000

At the time the original budget for the department was being considered the above amount was specified as the sum needed for repairs to boilers and buildings. The commission recommended that, as the department had no definite plans, or layout, drawn to cover the improvements, the matter be deferred to a later date when the department may be prepared to discuss fully developed plans. The estimated cost of a new boiler plant at the island was recently estimated at \$35,000 in a report made to the Mayor by Mr. Mahar, the heating engineer of the Schoolhouse Department. Such a figure, in the opinion of Mr. Hackett, the engineer at the island, is high and could be cut considerably.

The department officials, however, have not definitely settled as to the way in which the expenditure of the \$15,000 will be made. According to a communication from the acting commissioner, some of it may be used for a lighting system for the island, some for the new boilers and some for equipping the island with fire protection. In view of the uncertainty in the minds of the officials of the department of plans for the expenditure of the money, the commission recommends that the council await definite word from the Mayor as to the exact amount needed for these improvements and appropriate the money in accordance therewith.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*



COMMUNICATION TO THE MAYOR  
*in relation to*  
 TAKING LAND OF THE FANEUIL CONGREGA-  
 TIONAL CHURCH.

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BOSTON, April 21, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,— The Finance Commission submits herewith a report on the proposed taking by the city of the land and building of the Faneuil Congregational Church on Brooks street, Brighton. The land upon which the church now stands was acquired by the Congregational Church Union of Boston and vicinity in 1899, and the present building was erected thereon some time between 1900 and 1901. The parcel consists of 5,822 square feet of land and a small one-story wooden building.

The assessment levied on the land and building in 1901, when the church was erected, was \$700 on the land and \$3,500 on the building. The property was transferred to the present owner, the Faneuil Congregational Church, on May 23, 1903, the consideration in the deed of conveyance being "\$1 and other considerations."

In 1904 the Schoolhouse Department leased the premises for the use of a kindergarten for \$600 a year, including heating and janitor's service. Based upon the cost of heat and janitor's service for last year (\$323.56), this would reduce the cost to Boston to a figure of \$276.44.

Later the church acquired new quarters across the street, to which it moved on December 31, 1913. Shortly after the removal of the church the Library Trustees, on February 1, 1914, negotiated a lease of the premises for a branch library at \$700 a year, together with the taxes and the heating, lighting and janitor's services.

These three latter items cost last year \$355.30, or a total cost to the city, including the rent but excluding the cost of taxes, of \$1,053.30.

Comparing this cost with that paid by the Schoolhouse Department in the years 1904-07, the Library Trustees paid much more than the Schoolhouse Department. It should be stated, however, that the Library Department had exclusive charge of the building in 1914, whereas the Schoolhouse Department used the building in conjunction with the church authorities.

The Library Department spent about \$600 in installing shelving and other accessories for its books and other equipment, and the church authorities also spent a small sum in repairs. Up to the present time, however, the City of Boston has paid in rental, repairs, heating, lighting and janitor's charges the sum of \$3,362.33, of which \$2,976 is for rent.

On January 18, 1915, the City Council, on the recommendation of the Library Trustees, passed an appropriation of \$7,000 for the purchase of the building. It was then stated by several members of the council that the amount of the appropriation, however, should not commit the city to pay that sum. Such action was taken after a conference of the trustees of the church and the City Council, at which it was stated that while the church would like the price which they paid for it in 1903, about \$7,000, they would be willing to arbitrate the matter with the city. One of the councilors stated to a representative of the commission that the church authorities gave the City Council the impression that they would be willing to take less than \$7,000 for the property.

The transfer of \$7,000 from the East Boston and Charlestown library appropriations was approved by Your Honor on January 23, and the Street Commissioners have proceeded with the taking and are about to make an award for the property. The property is to-day assessed at \$4,400, \$900 on the land and \$3,500 on the building.

The commission has had a conference with the authorities of the church and it was stated by them that their price was \$7,000, but that they were willing to arbitrate the matter with the city.

The commission believes that the Street Commissioners are in a position to negotiate favorable terms with the church authorities and that a price of less than \$7,000 may be agreed upon.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
THE PENAL INSTITUTIONS DEPARTMENT.

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BOSTON, May 20, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,— The Finance Commission reports as follows on certain developments in the Penal Institutions Department since the present acting commissioner took charge of the department.

The commission finds that the brother of the present acting commissioner was employed as engineer on the steamer "Monitor" at \$1,400 a year when the acting commissioner took charge. His salary has lately been increased to \$1,700 a year, though no such increase was recommended in the budget, and though Your Honor is on record as opposed to salary increases except at the beginning of each fiscal year. The commissioner, asked for a reason for this increase, gave none except the general efficiency of his brother.

The commission finds that the fish at the institution has been served twice as often since the acting commissioner took control, and that all the salt fish has been bought without advertising for bids of a company of which another brother of the acting commissioner is treasurer. The commissioner admits that in three instances fresh fish has been purchased from this company although the city is under contract to purchase all its fresh fish from another firm.

The commission finds that a woman clerk employed for several years privately by the acting commissioner in his law practice has been made by him a probation officer, and that she still does at least a small amount of his private work.

The commission finds that the acting commissioner is his own purchasing agent and has never advertised for competitive bids for supplies.

The commission finds that all the plumbing supplies for the department have been purchased by the acting commissioner without advertised competition from the Daly Plumbing Supply Company. The acting commissioner states that he intends to make extensive purchases of plumbing supplies and that he expects all the orders to go to the Daly Plumbing Supply Company.

The commission finds that both the acting commissioner and the newly appointed master of the Deer Island institution concur with this commission in its often expressed conviction that the conditions at the institution have been exceedingly bad. The commission by a visit to the island has noted certain improvements, among them more energy on the part of the master in charge, better uniforms for some of the officers, apparent activity in painting and cleaning, and the beds properly made, whereas at the last visit of the commission nearly half of these beds had not been touched at noon and apparently not for several days.

The commission found, however, that filthy conditions continued where they were partially concealed, and it found the inmates still possessing hours of idleness with all its dangers, and very lax working conditions during the hours when work was supposed to be done.

The recent visit to the island was made by the commission on Tuesday, May 18. The acting commissioner has informed the Finance Commission, Thursday, May 20, that the men now have an eight-hour working day. Confronted with the fact that only two days earlier, when the commission visited the island, the men worked only six hours at most, the acting commissioner explained that the change had taken place the day after the visit of the Finance Commission, to wit, yesterday, Wednesday, May 19.

The acting commissioner has stated to the Finance Commission that many economies have been instituted.

He has stated that in some cases the cost of provisions has been practically cut in halves. He has also stated that 95 per cent. of the inmates are satisfied with the diet given them. When asked how he knew they were satisfied, he replied that he had lunched with them from time to time, and had asked those who were satisfied to stand up. Practically all had stood up.

The Finance Commission believes that such a system of referendum as this is not conducive to discipline.

The commission reports these findings without recommendations, thinking that they speak for themselves.

Respectfully 'submitted,

THE FINANCE COMMISSION,

by JOHN R. MURPHY,

*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
THE PENAL INSTITUTIONS DEPARTMENT.

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BOSTON, May 21, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,—Replying to your favor of to-day, stating that the recent findings of the Finance Commission in its report on the Penal Institutions Department were “unsupported by fact or figure,” the commission begs to inform Your Honor that all the charges against the acting commissioner, except such facts regarding the condition of the institution as were seen by the commission itself in a visit this week to Deer Island, were admitted to the Finance Commission by him under oath before the commission issued its report.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE COMMITTEE ON FINANCE  
*in relation to*  
THE LOAN FOR STREET CONSTRUCTION.

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BOSTON, May 22, 1915.

*To the Honorable the Committee on Finance of the City Council:*

GENTLEMEN,— The Finance Commission submits the following report on the message of the Mayor, recommending the issuance of a loan in the sum of \$500,000 for permanent street construction, the term of the bonds to be five years.

His Honor has presented to your honorable body sixteen petitions, requesting the paving of thirty-five streets, these petitions being offered by him as evidence of a widespread demand for improved conditions.

The similarity of the language in the various petitions was so striking and showed so much technical knowledge of street construction and its history, of which the average citizen is ignorant, that the Finance Commission has investigated some of the sources of the petitions, and thus has had disclosed to it the remarkable fact that at least part of them were circulated by non-residents of the districts and apparently by contractors interested in bitulithic pavements.

The following quotations illustrate the similarity of language and emphasize the fact that many of the petitions call for a bitulithic pavement, which is a patented process controlled by a leading Boston street construction corporation.

The petition presented from Brighton says: "Macadam unsatisfactory as a road surface. Would serve as an excellent foundation for a hard permanent pavement such as bitulithic laid on Harvard avenue," etc.



The petition presented from the South End says: "Macadam on these streets which is inadequate to sustain the present traffic, although receiving extensive repairs from time to time and a frequent sprinkling of oil. . . . The oil is a source of great annoyance, etc. We believe . . . this macadam could be economically used as a foundation for a hard surface pavement such as bitulithic laid on Clarendon street last year."

The petition for a portion of South street, Jamaica Plain, says: "Deplorable condition of macadam on said street . . . inadequate to withstand heavy traffic . . . We note with approval Centre and South streets paved with bitulithic."

The petition from South Boston says: "It is our opinion that the present macadam could be economically used as a foundation for a hard, smooth permanent pavement, such as the bitulithic pavement laid on the Thomas park roadway a number of years ago, which pavement eliminates the objectionable oil and dirt."

The language in the following petitions shows that they were drawn by some one having a technical knowledge of street construction. In one case the statement that the pavement was ten years old is significant in showing intimate knowledge of Boston's pavements not possessed by the ordinary citizen.

The petition presented from Jamaica Plain says: "Improve the macadam on the above street (Perkins street) by laying thereon a hard, smooth, permanent pavement."

The petition from the Back Bay district, Arlington to Fairfield street, says, "having observed the pavement laid on Dartmouth street more than ten years ago, and the similar pavement laid in Marlborough street last year, surfacing over the old macadam."

The petition from the Dorchester district, Harvard street from the railroad bridge to Blue Hill avenue, says: "Approve of the improvement now being made to

Columbia road from Edward Everett square to Blue Hill avenue and petition . . . similar improvements."

Inquiry of certain signers of petitions and of certain others requested to sign them disclosed the fact that in one case the canvasser said he represented a company from Buffalo or Albany; that in a second case the canvasser was a man doing work on Columbia road; that in a third case the canvasser first represented himself as a man from "downtown," and later said that he was about to leave the city; and that in a fourth case the canvasser left the impression that he was the representative of a prominent contracting firm, supplying bitulithic pavement.

His Honor states, among other reasons for the passage of the loan, that

Many of these streets (in the business section), in consequence of the installation of the high pressure water mains, are rendered difficult and in some cases almost impassable for public travel.

He further emphasizes this latter statement as follows:

In my opinion the legislative enactment providing for the laying of high pressure water service mains having failed to make proper provisions for the necessary money to reconstruct street surface destroyed in consequence of the laying of mains, it would appear advisable to authorize the issuance of a loan in the sum of \$500,000 for permanent street construction.

In order to decide whether or not the streets are in their present condition because, as His Honor has stated, of the installation of the high pressure water service, the consulting engineer of the Finance Commission has examined the streets affected and reports as follows:

In the streets where work has been completed only recently, for example, Eliot street, between Washington street and Park square, the pavements over the trenches are rough and will undoubtedly be repaved at the contractor's expense when the

trench has had sufficient time to become thoroughly settled. This temporary condition is to be expected in all such work.

In the streets where the work has been completed for some time and where the repaving has been done, I find the areas over the trenches to be in a uniform condition with other portions of the streets.

In the streets in which the pavement was in good condition before the high pressure pipes were laid, for example, High street and Purchase street, the pavement is now in good condition. The streets which were urgently in need of repaving before the high pressure pipes were laid, for example, Battery-march street, India street and Beach street, are still in bad condition.

While many of the streets are admittedly in poor condition, His Honor is in error when he states that on account of the high pressure water service they are practically "impassable."

The streets of the city are in their present condition from causes which the Finance Commission has frequently pointed out. One of the principal causes is the extravagance of the city in the matter of additions to and increases in the city pay rolls. Against such extravagance the Finance Commission has protested vigorously, but the citizens have not realized that their own welfare was involved until to-day the city finds its streets in their present condition.

Such a warning was first sounded in 1907, when the streets of the city were in a condition similar to that at the present time. One of the glaring evils of municipal administration which the first Finance Commission found was the practice of borrowing money for current expenses, which should properly have been met by the annual tax levy. Mayors in the past have resorted to this policy in order to provide an easy method of paying for current expenses out of loans, and in order to cast upon future administrations the burden of their own extravagance.

In this way they were supplied with funds, the pay-

ment of which was placed upon the taxpayers of future years. The heaping up of the burdens of the taxpayers was so fully shown in the reports of the original Finance Commission that this practice was finally abandoned as bad financial policy for the city.

From the time of the investigations of the first Finance Commission (1907) to the present time no recourse has been had to such a policy and no money borrowed for current expenses. As a consequence of the reform thus inaugurated and the intelligent and watchful scrutiny of the City Council, the loan orders for permanent improvements have been examined and the unworthy orders weeded out.

The former Mayor and the City Council went so far in 1911 as to appropriate money (\$800,000) for the new City Hall Annex out of money which was available in the city treasury. Furthermore, the net debt of Boston (exclusive of the Hyde Park and rapid transit debts) has actually decreased in the years 1909 to 1915 in the sum of \$230,963.35.

His Honor the Mayor has stated that, if this issue of \$500,000 in bonds is not authorized in order to place the streets in proper condition the money can be obtained only by discharging men or by increasing the tax limit. The commission believes the Mayor's introduction of the order to provide money for the repair of streets, not from the tax levy but from the proceeds of borrowed money, is a retrogressive step.

The commission recommended to the Mayor when the budget was under consideration, in its report of April 6, that if he would address serious study to the budget of the city, approximately \$1,000,000 could be saved in the annual appropriation bill. Instead of accepting the recommendations of the commission for reductions in the annual estimates of the sixteen departments examined by the commission, the Mayor has defended the departments' estimates, even where the mistakes were obvious.

Not only did the Mayor try to prevail upon the City

Council not to prune the departmental estimates, but after the council had rejected his appeal and had cut down certain departments in the sum of \$314,143, he gave a general order for restorations and increases of salaries. At the very time when the condition of the streets was demanding the expenditure of money the Mayor restored and increased annual salaries to the amount of \$169,162.48, not including the regular increases in departments such as the Library and Hospital Departments, which have scale advances. This action on the part of the Mayor is all the more reprehensible, inasmuch as he himself has referred this question of pay to the Statistics Department and no report has been made by that department.

The Mayor in his inaugural address of February 2, 1914, stated that the increases of salaries made at the close of ex-Mayor Fitzgerald's term of office had been unwarranted. In that document he used the following:

The pay rolls in 1903 and 1904 were \$12,206,743.04 for all city departments, and the pay roll for 1913 and 1914 will total \$15,507,768.33 for all departments, and this tremendous increase, for which I am in nowise responsible, calls for the exercise of economy and efficiency in almost pronounced degree.

I believe in justice to the taxpayers and to the men in charge of the various municipal departments that in November of each year all requests and recommendations for salary increases for the ensuing year should be submitted in the department estimates, and that changes in salaries other than those contained in the budget shall not be allowed or considered during the year. The adoption of this system, coupled with general equalization of salaries, would result in the fullest possible measure of justice to men in the city service and the substitution of merit for political favor.

Again, on February 28, 1914, he expressed himself along similar lines, in a communication to the City Council, as follows:

Instead of keeping the expenditures down so that the present limit for general municipal purposes would suffice, new appoint-

ments were made and extraordinary increases of salaries and wages granted, many of them near the close of the fiscal year, apparently for the purpose and certainly with the result of making it impossible for the succeeding administration to live within the limit fixed by law if the increased salary schedule were to be maintained.

These fine phrases sounded well in the ears of the citizens. If they had been lived up to some of the money needed for paving the streets of Boston would have been available. On the contrary, the Mayor has not only restored the salary increases granted by his predecessor but has in some instances heaped on increases in addition to the restorations. In order that your committee may be informed of the salary increases and restorations a tabulation is attached to this report and marked Appendix A.

The commission calls special attention to the Collecting Department, where not only were the salary restorations allowed but annual increases in addition were given in the amount of \$4,520.

The former Commissioner of Public Works has stated in effect to the Finance Commission that it was his policy to use the Paving Service as a "sanitarium" for the old or otherwise inefficient members of the department. This policy is in the opinion of the Finance Commission a mistaken one that should not be continued. If such inefficient men must be carried permanently on the pay rolls of the city, they should be placed in other divisions of the service where their inefficiency would cause less inconvenience to the general public. Such a policy would not reduce the total expenditures of the city, but it would allow a larger proportion of the annual appropriation for the Paving Service to be expended for beneficial work on the streets.

The Finance Commission also suggests that a more rigid enforcement of the provisions of ch. 553, Acts of 1910, "An act to protect the city of Boston against loss

caused by the opening of streets and sidewalks," would prevent to a considerable extent the present rapid deterioration of street surfaces.

The unwarranted increase in salaries has made His Honor's task much harder. The Finance Commission is convinced that if the Mayor will study in detail the departments not examined by the commission, and will practise old-fashioned economy in them, sufficient money to provide the \$500,000 asked for can be obtained. If, however, His Honor is unwilling to cooperate along the lines of this suggestion, then the greater part of the unappropriated balance of the tax levy, not including the amount necessary for the Sewer Service, amounting to approximately \$196,098.47, can be used as a preliminary step in the repair work.

#### RECOMMENDATIONS.

The Finance Commission recommends:

1. That the council beware of taking at their face value, without further investigation, the petitions presented by His Honor, as the evidence indicates that at least some of them were circulated by persons interested in securing paving contracts.
2. That the loan order be rejected.
3. That whether or not money for improving the condition of the streets is immediately found from the tax levy, the sound policy established of not borrowing money for current expenses should be rigidly maintained. The lesser of two evils should not lead the city to return to the greater.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

## APPENDIX A.

DEPARTMENT.	Increases.	Restorations.	
Auditing.....	\$600 00		
Building.....	500 00		\$5,905 00
Cemetery.....	404 00		
City Clerk's office.....			1,100 00
Collecting.....	4,520 00		5,065 00
Fire.....	1,826 00		47,795 00
Health.....			13,692 46*
Hospital.....	2,772 00†		
Market.....	578 00		
Mayor's office.....	900 00		
Park and Recreation.....	12,076 72*		
Public Works:			
Central office.....		\$2,502 50	
Bridge.....		9,024 00	
Ferry.....		5,417 00	
Lighting.....		652 00	
Paving.....		7,475 00	
Sanitary.....		1,035 00	
Sewer.....		14,160 80	
Street Cleaning.....		900 00	
Water.....		7,780 00	
			48,946 30*
Registry.....	400 00		975 00
Street Laying-Out:			
Central office.....	2,712 00		800 00
Engineering Division.....			8,155 00*
Supply.....	710 00		110 00
Treasury.....			2,500 00
Wire.....	1,400 00		
Penal Institutions:			
Central office.....			1,305 00
Steamer "Monitor".....	1,600 00		
House of Correction.....			1,815 00
Totals.....	\$30,998 72		\$138,163 76
			30,998 72
Grand total.....			\$169,162 48

\* Increases and restorations are not separated.

† New grade limits established.



COMMUNICATION TO THE COMMITTEE ON APPROPRIATIONS  
*in relation to*  
COST OF REPAIRS TO STEAMER "MONITOR."

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BOSTON, June 1, 1915.

*To the Honorable the Committee on Appropriations of the  
City Council:*

GENTLEMEN,—The commission is in receipt of your order of May 17, requesting that an investigation, a report and an estimate of cost in detail be made to your honorable body in regard to the necessary repairs on the steamer "Monitor."

The commission wishes to restate its opinion on this matter given in its report to you on May 15 last, namely, that \$7,500 should be especially appropriated for the steamer "Monitor," in order to cover the repairs to the vessel, the cost of hauling it on the railway and the hire of a new boat while the steamer is docked. In support of this estimate the commission attaches hereto the report of Mr. Robert H. Fraser, a maritime surveyor and engineer, whom it employed to examine the boat and report on the extent of the repairs necessary.

You will notice that the amount estimated by Mr. Fraser is \$6,291.50, and the difference between that figure and the \$7,500 recommended for appropriation is to cover the cost of hauling on the railway, the hire of a boat during the docking period of the steamer and a margin for incidentals.

The commission desires in this connection to direct the attention of your committee to the action of the Commissioner of the Penal Institutions Department in inserting a proposal in the *City Record* of May 29, calling for repairs on the "Monitor," and to point out that the time allowed contractors for examining the boat is

extremely limited. The advertisement appears in the *City Record* of May 29, which is not generally issued until Monday morning, and this particular issue will not reach subscribers until Tuesday morning, June 1, and the time for closing of the bids (June 2) allows prospective bidders approximately one day to make an examination of the boat. The commission believes that bids received under such hurried circumstances will not produce proper competition.

The commission again recommends that if an appropriation be made, only \$7,500 be appropriated for the repairs on the steamer "Monitor."

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

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*Boston Finance Commission,  
Tremont Building, Boston, Mass.:*

GENTLEMEN,—As per your request, the undersigned did proceed on board the Penal Institutions steamer "Monitor" to examine into the repairs and renewals to hull and machinery, as specified in commissioner's letter to your body, and to estimate the cost of said repairs and renewals.

I respectfully report that the specified repairs on list are such as are necessary for the proper upkeep of the vessel, and I should estimate the cost of same (including contingent expenses) which might develop in the opening of engines, in repairs which might develop in the United States inspection of boiler, the removal and renewal of magnesia boiler covering and the removal and renewal of canvas on hurricane deck, at six thousand two hundred and ninety-one dollars and fifty cents (\$6,291.50).

I beg to remain, gentlemen,

Yours respectfully,

ROBERT H. FRASER.

ESTIMATE OF THE COST OF REPAIRS AND RENEWALS TO THE  
HULL AND MACHINERY OF THE PENAL INSTITUTIONS  
STEAMER "MONITOR," AS PER SCHEDULE BELOW.

<i>Machinery.</i>		
Lining up engine . . . . .	\$400 00	
Lifting gunwale bearings . . . .	100 00	
Overhauling air pump . . . . .	100 00	
Overhauling cylinder dash pots .	50 00	
Renewing wheel rim bolts . . . .	43 00	
Repairing air pump channel . . . .	200 00	
Overhauling feed water heater . .	80 00	
Overhauling auxiliary air pump . .	60 00	
Overhauling steering engine . . . .	105 00	
Overhauling safety valves . . . .	25 00	
Anticipated boiler repairs . . . .	500 00	
Renewal of air pump channel if required . . . . .	800 00	
Renewing boiler covering . . . . .	250 00	
Contingent repairs in opening up machinery . . . . .	500 00	
	<hr/>	\$3,213 00
<i>Hull.</i>		
Repairs to wheel batteries . . . .	\$215 00	
Renewing gangway irons . . . . .	25 00	
Repairing guards and guard irons .	75 00	
Repairing damaged coping, bulwarks and renewing damaged wheel box sheeting . . . . .	55 00	
Renewing two lead scuppers . . . .	7 50	
Telltale bushing in pilot house . .	2 50	
Cleaning and painting hull, joiner work and fittings . . . . .	1,200 00	
Removing and renewing garboards, cleaning limbers and renewing limber chains . . . . .	1,000 00	
New hatch at foot of saloon stairs,	7 50	
Hurricane lamps . . . . .	96 00	
Removing and renewing canvas on hurricane deck . . . . .	260 00	
Incidentals . . . . .	135 00	
	<hr/>	3,078 50
		<hr/>
		<u>\$6,291 50</u>

COMMUNICATION TO THE MAYOR AND CITY COUNCIL  
*in relation to*  
THE SUFFOLK SCHOOL FOR BOYS.

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BOSTON, June 2, 1915.

*To the Honorable the Mayor and City Council:*

GENTLEMEN,— In his inaugural message of February 2, 1914, the Mayor called the attention of the City Council and the citizens of Boston to the condition of the Suffolk School for Boys at Rainsford Island, and urged the undertaking of its immediate abolition. His Honor's solution of the problem lay, however, not in the removal of the institution to some other location on the mainland but in the adoption of a policy of farming out the delinquent boys now sentenced to the island.

As yet no action has been taken by His Honor or by the Children's Institutions Department to carry out this suggestion.

On the contrary, the Mayor has approved in last year's appropriations about \$19,500 for repairs and improvements to the existing plant at Rainsford Island.

Recently an order has been introduced in the City Council calling upon the Mayor to introduce an order for an appropriation or for the transfer of an unnamed sum of money to the Children's Institutions Department, to be expended on the Suffolk School, for the purpose of separating the younger from the older boys.

In view of the above facts the Finance Commission believes that now is the time to take remedial action on the condition of the Suffolk School for Boys at Rainsford Island and in furtherance of that object reports as follows:

The school before 1901 was called the House of Employment and Reformation of Juvenile Offenders. It

had been removed May 1, 1895, from Deer Island to its present location, Rainsford Island, because of the close proximity of the school at that time to the prison for adult offenders.

Rainsford Island has an area of about eleven acres, of which nearly one acre is occupied by the old national cemetery. It occupies the buildings left vacant (because they were not suitable) by the removal of the pauper women to Long Island. The buildings in question consist of a main building between sixty-five and seventy years old, and minor frame buildings, some of which are old voting booths, and none of which have been built for the present purposes.

The main building referred to contains crowded dormitories, a printing office, a chapel, schoolrooms, officers' rooms, dining rooms, kitchens, pantries, sanitariums and bathrooms and a heating and power plant. The dormitories are very crowded and one of them has such a low ceiling that its ventilation is bad. The danger from fire is very much heightened by the construction of the buildings, the youth of the occupants and the isolated situation of Rainsford Island.

Boys of Suffolk County under the age of fifteen years may be committed to the Suffolk School during their minority. The average daily population is 125 and the average stay of boys in the institution released or discharged last year was 16.74 months. The class of boys in the school is made up of those who have been brought up under circumstances that lead to idleness, dissipation and crime; of boys from good homes who have not responded to the ordinary discipline of the community; of those who have been given a chance on parole and have been returned to the school for further discipline; and a limited number who have not been benefited by the efforts made by the school in their behalf, who cannot be reformed, and will eventually enter the prisons of this or other states.

The diverse elements in the Suffolk School have a tendency to level down, since the younger learn evil

that the more advanced are able to teach them. The problem to be worked out by a boys' disciplinary school is complicated in the extreme, namely, to teach a wilful youth habits of obedience, to inculcate standards of good community life and at the same time to protect him from those who can teach him evil faster than he can learn good. The problem to be solved at the Suffolk School is especially difficult, because of the fact that the children committed to it during the last five years, or returned from parole, have ranged from the age of nine to sixteen.

In disciplinary schools, like that of the Suffolk School, the cottage system of dormitory living is much more effective than the method of grouping the children of all ages together. The physical situation on Rainsford Island is such that a proper classification, such as is called for in the cottage system, is difficult if not impossible.

A cottage, known as the Point Cottage, used for a number of years for the younger boys, last year fell into utter disrepair, but has been remodeled and made habitable at considerable expense for the twenty-three young boys now at the island. Its location gives some separation for those that dwell there, but there is no play or farm space near it. The play space of the institution, which must be used in common by the young and older boys, lies in a hollow which has recently been partially filled in and drained. In winter it is flooded for skating, but when so flooded and not frozen, as often happens in this climate, it becomes a small lake and then no sensible and harmless play is possible. The piece of farm land lies on a hillside, and in spite of its location, small area and poor soil, good use has been made of it.

The health of the institution, because of its situation, is good in many respects, yet boys with weak lungs have suffered and a few deaths have resulted because of the exposed location.

It is claimed on one hand that the islands in the harbor are favorable for disciplinary institutions, because of the difficulties presented to its inmates for running away. On the other hand, it is said that this advantage is overestimated. Four deaths from drowning of runaways from the Suffolk School during the past two years more than offset the possibly larger number of runaways that might occur at a disciplinary school on the mainland. It is to be remarked that the isolation of the school and its distance from the city tends to lessen the interest of the citizens in the school and the needs of its inhabitants.

The boys are brought to Rainsford Island on the boats of the City of Boston which ply between the mainland and the houses of correction on Deer Island and the hospital and almshouse on Long Island. On the wharf, waiting for the boat, the boy is confined in the same room with the adult offenders destined for Deer Island.

The Trustees for Children in the past have done their full duty in bringing the condition of affairs to the public. In the report of the first year of the department's existence, January 31, 1898, pages 5 and 6, and in their reports of 1899 and 1900, and every year thereafter up to 1911, they have condemned the conditions on Rainsford Island and have said: "Is it not time that the city cease to spend its money upon buildings unsuited to their use, and to furnish proper location and buildings for its reform school for boys?" The trustees of these earlier years earnestly recommended that the school be removed to a situation upon the mainland, with sufficient land for farming purposes. Again and again have former boards, with more or less detail, repeated this recommendation, stating that it must be only a question of time when the city abandons this waste of money and of youths.

In 1901 the trustees appealed to the Legislature and succeeded in having passed ch. 359 of the acts of that year, which changed the name of the institution from

House of Employment and Reformation of Juvenile Offenders to the Suffolk School for Boys, and authorized the department to select a suitable site on the mainland within or without the County of Suffolk. This latter authority carried with it a mandatory direction to the City Treasurer to issue bonds for \$300,000 upon the acceptance of the act by a two-thirds vote of the City Council.

These bonds were to be issued within the debt limit, but the mandatory provision of the act left no option to the city officials to refuse to issue the bonds after it had been accepted by the City Council. The act, however, has never been accepted, although in the past the trustees of the department have strongly urged such action.

A tabulation of the expenditures for repairs and improvements from 1897 to 1915 shows that the large sum of \$131,799.39 has been spent at Rainsford Island for repairs and improvements.

In the reports of the last three years the trustees have not expressed any discontent with the location and equipment of the Suffolk School, although these later reports urge that cottages be built upon Rainsford Island.

The commission believes that the portion of the island to be used for cottages is so small that it would be necessary to place them so near together as to lose the full advantage of a cottage system.

It has been proposed in past years to transfer the Suffolk School to the Commonwealth because the latter maintains similar disciplinary schools like those of the Lyman School and the Shirley School for Boys, for which Boston pays its proportional share of the cost. Such action would have represented the annual saving of the cost of the institution (\$50,000) to the city. The proposed changes have not been favorably received:

The Finance Commission believes:

1. In the principle of separating the younger from the older boys.



2. That in a school like the Suffolk School the cottage system of dormitory living is much more effective than the method of grouping the children of all ages together, and in that way the separation of the young and older offenders can be best accomplished.

3. That the portion of Rainsford Island which could be used for cottages is too small to place them sufficiently far apart in order to obtain the full advantage of a cottage system.

4. That Boston should expend no more money than is absolutely essential for the maintenance of the plant at Rainsford Island until a new site can be obtained.

5. That while the protection against boys running away is a recommendation in favor of Rainsford Island, yet the benefits that the many may receive in a more favorable location far outweigh in importance the fact that a few boys run away each year, for as a rule they are soon found and returned.

6. That Rainsford Island is unsuited for the Suffolk School for Boys, both because of location and the fact that so small a portion of it can be used.

7. That if the City of Boston desires to maintain this school and not transfer it to the state, it should do its full duty by the juvenile offenders and should at least give them opportunities equal to those the Commonwealth is ready to provide.

8. That the conditions surrounding the Suffolk School on Rainsford Island are of such a nature that drastic action should be immediately taken for their improvement.

The Finance Commission recommends:

1. That the Suffolk School on Rainsford Island be abandoned.

2. That the school be transferred to the mainland and located on a site which would allow the use of the cottage system and provide ample opportunities for farming.

3. That ch. 359 of the Acts of 1901 be accepted by the City Council.

4. That no action be taken by the Mayor on the order submitted at the council meeting of May 3, 1915, calling for additional funds for the separation of the young delinquents from the old at the Suffolk School, inasmuch as the trustees have already fitted up the Point Cottage for the reception of the young boys.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
 THE CASTLE ISLAND BOOTHS PRIVILEGE.

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BOSTON, June 5, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,—The Finance Commission transmits herewith a statement from its counsel concerning the negligence of the Park and Recreation Department to protect the interests of the city in the collection of rentals for the Castle Island booths privilege.

The commission recommends that the facts as thus disclosed be sent to the Law Department for action.

Respectfully submitted,

THE FINANCE COMMISSION,  
 by JOHN R. MURPHY,  
*Chairman.*

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BOSTON, June 5, 1915.

*The Finance Commission:*

GENTLEMEN,—I return herewith the attached letter of the Park and Recreation Department, which was referred to me for an investigation and a report, and desire to state that I do not agree with the conclusions of Mr. Dillon.

In my opinion Mr. Duffly is responsible to the City of Boston for \$1,650 a year for three years, as well as the cost of the care of the sanitariums and the maintenance of the grounds at Castle Island, as his bid having been accepted by the Park and Recreation Department, it bound him to pay the amount stipulated, or in lieu of carrying out his agreement the city could claim liquidated damages for whatever loss it might have sustained from a breach of the terms of the contract.

According to the terms of his bid not only was \$1,650 a year to be paid to the city but the sanitarries on the island and its grounds were to be cared for at his expense. If, therefore, he failed to pay his rental, a breach of his contract resulted which entitled the city to seek redress for the loss sustained. This amount of loss is based not only on the rental but also on the amount of money which the city last year was called upon to pay for the care of the island and its sanitarries.

In my opinion Mr. Duffy should be required to pay the full \$1,650 rental for last year, together with the cost of the care of the sanitarries and maintenance of the grounds at Castle Island, and in addition the rental and cost of the care of the sanitarries and the maintenance of the grounds for 1915 and 1916.

Inasmuch as the Park and Recreation Department has now received on a readvertised proposal a bid of \$1,600 a year in addition to the care of the sanitarries for the Castle Island concession, this money, if collected, would serve to reduce the damages to be paid by Mr. Duffy.

I believe that these facts should be reported at once to the Law Department, so that the interests of the city may be protected and that further consideration of the interests of Mr. Duffy on the part of the city authorities should cease.

Respectfully submitted,

JOHN C. L. DOWLING,  
*Counsel.*

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CITY OF BOSTON,  
PARK AND RECREATION DEPARTMENT,  
33 BEACON STREET, June 2, 1915.

*Boston Finance Commission,  
Tremont Building, Boston, Mass.:*

GENTLEMEN,—In reply to your letter of May 29, 1915, asking whether the Park and Recreation Commission has received any pay from Thomas F. Duffy on account of the concession granted to him at Castle

Island, and whether, assuming that Mr. Duffly has not paid, the commission has referred the claim to the Law Department for collection, I respectfully answer as follows:

Mr. Duffly, in response to a public advertisement for bids, filed a bid with this commission on June 12, 1914, offering to pay \$1,650 a year for a period of three years for the refreshment privilege at Castle Island, including the care of the sanitariums and maintenance of the grounds. His bid was the highest and the concession was awarded to him. A bond was expected, but it was found that the bonding companies would not write bonds to insure the payment of rent without a deposit of money or collateral of such a large amount as to make it impractical if not impossible for the insured to furnish it. Finding that no bond could be procured, it became necessary to examine more carefully as to the financial responsibility of Mr. Duffly, and as the commission was not satisfied as to his financial condition, it was determined not to give him a lease but to allow him to enter into occupation of the premises, collecting the rent from month to month as he went along, intending to have him removed if he should default in his rent. He began his occupation on July 1, 1914. At the end of the month he was not ready to pay his rent, but promised to do so soon. Rather than turn him out and readvertise so late in the season, we took a chance on the payment of the rent. In the early part of September we collected one month's rent, \$137.50, being the amount due for the month of July, and being unable to get the rent for the month of August, or any satisfactory assurances that the same would be paid, we ordered him to give up the premises, and he did so. As this commission sees it, therefore, he now owes \$137.50 and I have sent the papers to the Law Department to take such action in the matter as they may see fit.

Yours truly,

JOHN H. DILLON,  
*Chairman.*

COMMUNICATION TO THE MAYOR AND CITY COUNCIL  
*in relation to*  
 GRATUITOUS PAYMENT TO WIDOW OF  
 DECEASED CITY EMPLOYEE.

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BOSTON, June 7, 1915.

*To the Honorable the Mayor and City Council:*

GENTLEMEN,—The Finance Commission desires to call your attention to Special Acts of 1915, ch. 381, which provides for the payment to Sarah C. Quinn, widow of the late H. Joseph Quinn, formerly an employee of the Market Department, of the balance of the salary which Mr. Quinn would have earned had he lived through the year 1915, amounting to approximately \$1,158.

Mr. Quinn was deputy superintendent of markets, having been appointed to that position on May 1, 1914, at a salary of \$1,600 a year. His salary was increased on May 7, 1915, to \$1,700 a year, and Mr. Quinn died on May 27 from volvulus — an acute disease caused by a twisted intestine — and from which he suffered for three days preceding his death.

The present act, in the opinion of the commission, goes farther than any of the previous bills which have been presented to the City Council for acceptance, inasmuch as the term of service of Mr. Quinn was approximately one year and the cause of his death was not incurred in the course of his employment. The commission begs leave to remind the City Council that on March 29, 1915, it called its attention to the growing tendency to apply to the City Council for beneficial payments to widows of city employees and warned it that some policy must be established by the city in order to preclude the imposition of a financial burden on the

taxpayers in the interest of city employees. The present case has nothing of merit to recommend it for the favorable consideration of the city authorities.

The commission is convinced that the bill is unmeritorious and it should not be accepted by the City Council or approved by the Mayor.

Respectfully submitted,

THE FINANCE COMMISSION,

by JOHN R. MURPHY,

*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
THE SALE OF THE OLD PROBATE BUILDING.

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Boston, June 12, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,— The Finance Commission has made an investigation of certain suspicious circumstances connected with the sale and tearing down of the old Probate Building. It reports as follows:

On February 27, 1915, Richard A. Lynch, Superintendent of Public Buildings, advertised the sale of the old Probate Building, which extended from 30 Tremont street to 28 Court square. The advertisement read that the building was to be immediately demolished and the material removed, and that a bond for \$5,000 was to be filed with the city to indemnify it against all loss. The date set for the auction sale was March 4, 1915, at eleven o'clock.

In response to this advertisement some two or three hundred persons appeared on the day of the sale and the bidding was spirited. In announcing the terms of the sale, the auctioneer, Edward W. Foye, stated that the successful bidder would be required to start the work of tearing down the building within five days after the sale and to complete it within twenty working days. In other words, the building was to be torn down by April 2, 1915.

One of the bidders, John F. Elston, asked the auctioneer if the bidders were supposed to remove the "dirt" from the building and, after some hesitation, the auctioneer announced that the successful bidder would be required to remove all of the material and "dirt" from the location.



The bidding started at \$300 and after successive bids the property was finally knocked down to Marks Angell for \$1,550. Mr. Angell drew a check for that amount on the First National Bank, payable to "Edward W. Foy," which Mr. Foye, the auctioneer, cashed through the Old South Trust Company on March 8, 1915. No contract and specifications in writing were drawn up and executed between the City of Boston and Marks Angell, yet the right to tear down the building was assigned by Mr. Angell to the Swift-McNutt Company. Instead of the city authorities requiring Mr. Angell to file the stipulated bond of \$5,000, they accepted the bond of the Swift-McNutt Company for that amount, the bond reciting that the Swift-McNutt Company agreed to protect the City of Boston "against any damage that might occur by reason of tearing down said building," the condition of the bond being that "if the said Swift-McNutt Company shall fulfill their contract with the said City of Boston, according to written contract between the two parties, then this obligation shall be void; otherwise it shall remain in full force and effect."

Work on the tearing down of the building above the foundations commenced about March 9, 1915, that is, within the time stipulated by the auctioneer, but progressed slowly and was not finished until June 5, 1915, two months after the work was supposed to have been done, according to the announcement of the auctioneer. At the present time, while the building proper has been demolished, neither the foundation wall nor the débris has been removed.

Although Mr. Angell paid \$1,550 to the auctioneer the day of the sale, *i. e.*, March 4, the latter did not make a return of it to the city until two months later, *i. e.*, May 4, and then only after he received a communication from the City Collecting Department that the Finance Commission was inquiring the reason for the failure to pay over the money to the city. Mr. Foye admitted to a representative of the Finance Commission that immediately after this notification from the

Collecting Department he deposited a check with the City Collector to the order of the City of Boston for \$1,382.70, which represented the price paid by Marks Angell, minus the auctioneer's commission and expenses.

The Superintendent of Public Buildings, Richard A. Lynch, admitted to the Finance Commission that there was no need of haste in tearing down the building, inasmuch as the plans for the new structure had not been completed, but acting upon a suggestion of Your Honor that the work be started immediately he had decided upon the twenty-day clause. He could give the commission no reason how the decision of twenty days had been arrived at except that he might have mentioned that time limit to Your Honor. He first denied, later admitted and denied again and admitted again that he had talked with Mr. Foye and had told him that he was to announce the twenty-day limit. He admitted that no written contract had been entered into between Mr. Angell and the City of Boston, or between the Swift-McNutt Company and the City of Boston, and could not account for his failure to require such a contract; neither could he confirm the statement of the bystanders that the auctioneer had stated that the contractor would be required to remove the débris. His impression was that this requirement was not included in the agreement of the purchaser, and that the city would under its general contract for the erection of the new building insert in the specifications a clause providing for the removal of this débris by the building contractor.

It is evident that there is no intention on the part of the Superintendent of Public Buildings to make the contractor remove the débris as the architect of the new building admits that one of the items in the specifications provides for the removal of it. Mr. Lynch denied explicitly having any conversation with Mr. Angell prior to the auction sale, but admitted that he had assumed that Mr. Angell was going to bid upon the building, and

later admitted that he had taken Mr. Angell at his request through the building and shown him the construction of it.

He denied that he had been asked by Mr. Angell to grant him an extension of time after the building had been sold to Mr. Angell, or that he had had any conversation with Mr. Angell or with the Swift-McNutt Company regarding an extension of time; neither had he protested to Mr. Angell or to the Swift-McNutt Company with regard to the delay with which the work was being carried on.

Mr. Foye, upon being examined at the office of the commission, stated that prior to the auction sale he had been told by Superintendent Lynch to announce to the bidders that they would be required to begin the work within five days and to complete the tearing down of the building within the twenty-day period. He also admitted that a question was raised by one of the bystanders regarding the removal of the débris, and that he announced that it would have to be removed by the successful bidder.

He also admitted that the proceeds of the check which was paid him by Mr. Angell had been deposited to his personal account in the Old South Trust Company and that he had not made payment to the City of Boston until he learned that the Finance Commission was inquiring about the delay. He denied that he had talked with Mr. Angell regarding the terms of the sale prior to the auction itself, although Mr. Angell, at his appearance before the commission, admitted that he probably had discussed with Mr. Foye the twenty-day clause in the proposal. With the sale of the building to Mr. Angell, Mr. Foye's connection with the transaction closed, except for the long failure to pay and the final payment of the money to the City of Boston.

The testimony of Superintendent Lynch and Mr. Angell is in direct contradiction to each other as to important particulars.

Mr. Angell, upon being examined at the office of the commission, admitted that he had talked with Mr. Lynch regarding the sale of the building, had been shown the building by him and, as noted above, probably had talked with Mr. Foye regarding the terms of the sale. Mr. Angell further admitted that when he paid the \$1,550 he had no intention of taking the building down within the twenty-day limit, although he said that he thought that such was the agreement, but later denied this. He admitted that a day and night gang would have to work on the building to tear it down within the time specified; that if he had been compelled to live up to the twenty-day condition he would have demanded \$2,000 for the job of tearing down the building, including the materials in it, instead of paying \$1,550 for these materials, a difference by his own admission of \$3,550 in his favor.

He also admitted that after the building had been awarded to him he met Mr. Lynch on the street and requested an extension of time and Mr. Lynch granted it to him in an informal manner, although this was denied by Mr. Lynch.

No record of the extension of time was made, either by Mr. Lynch or by any of the clerks in his office.

Thomas A. Elston and John F. Elston, of the firm of Elston & Co., were examined at the office of the commission, and stated that they distinctly heard Mr. Foye announce that the *débris* would have to be removed by the successful bidder, and that if the City of Boston was to require the removal of the *débris* at the present time it would cost the city \$1,000.

They further stated that the twenty-day clause, within which time the building was to be removed, prevented them and other building wreckers from bidding at the auction sale.

David Grossman, of the New England Contracting Company, stated to a representative of the commission that he had been present at the bidding and was prepared to bid between \$3,000 and \$3,500 for the building

until he heard the auctioneer, Mr. Foye, announce the twenty-day limit clause; he then asked him what the bond for \$5,000 covered and was told it was to protect the city in order to insure the tearing down of the building, and if the tearing down of the building was not completed in twenty working days the bond would be forfeited.

Mr. Grossman bid up to \$1,300, but felt that a higher figure would not be safe for him under the conditions of the auctioneer's proposal. He had received already, as he stated, a bid of \$2,500 for the junk in the building and it was because of this bid that he was prepared to bid \$3,000 or \$3,500 for the whole building.

Robert R. McNutt, of the Swift-McNutt Company, stated to the commission that with the building left in its present condition his company had finished its work and that in his opinion the understanding with Marks Angell did not include the removal of the foundation walls and débris now in the cellar.

A further suspicious circumstance connected with the stipulation that only twenty days would be allowed to tear down the building is the fact that on all the evidence it is apparent that it was known to the Public Buildings Department officials at the time of the sale that the architect's plans for the new building would not be ready before June 1, three months after the auction sale. In fact, the plans will not be ready before July 1.

The Finance Commission finds:

1. That the twenty-day condition was announced at the time of the sale with no intention of requiring the successful bidder to live up to it, but with the intention of preventing genuine competition.
2. That no written contract was made between Swift-McNutt Company and the City of Boston, as stated in the bond, and that the assignment of Marks Angell's contract to the Swift-McNutt Company never received the assent of the City of Boston.
3. That whereas the bond purports to guarantee a

written contract, and whereas there was in fact no written contract, the bond of Swift-McNutt Company, accepted by the Public Buildings Department, is of doubtful value.

4. That the oral contract has not been complied with as regards the removal of the foundation walls and the débris.

5. That, because of the negligence of the Superintendent of Public Buildings in failing to make a written contract, the city faces the danger of suffering a financial loss because of the dispute as to the removal of the foundation walls and the débris.

6. That the terms stated by the auctioneer at the sale, especially the twenty-day condition for the removal of the building, and his statement about the bond and the subsequent action of Mr. Angell and Superintendent Lynch in not causing the removal of the building within the time called for, warrant the belief that the sale of the Probate Building was made without proper competition, and that Marks Angell alone of all the bidders knew that he would not be compelled to live up to the conditions of the sale.

The commission commends to Your Honor's attention the following statement in Your Honor's inaugural address of February 2, 1914:

Special privilege in any form is objectionable and the removal of this cancer from the body politic must be undertaken at once, since the welfare of the entire community is paramount to the wishes or welfare of any particular element of the community.

The commission contrasts this statement with the special privilege revealed in this report allowed by the Superintendent of Public Buildings to Marks Angell.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

engaged an architect, Mr. G. [redacted] drawn plans and has estimated the building would be \$5,000. [redacted] Mr. Rubin allowed for the [redacted] is further evidence of special [redacted] the department.

**THE [redacted]** [redacted] Park and Recreation Department, [redacted] of the engagement of Mr. [redacted] of the Park and Recreation [redacted] admitted that Mr. Desmond was [redacted] plans.

**FROM [redacted]** [redacted] be noted that whereas Mr. Rubin [redacted] apply a building to cost at least [redacted] and Recreation Department itself [redacted] to construct the building, as if the [redacted] erect it and not Mr. Rubin, whose [redacted] ed. Furthermore, the *City Record* of [redacted] the award of the contract for the [redacted] ed by Your Honor on April 15; but [redacted] apparently was ever executed, nor was [redacted] of any kind made with Mr. Rubin. [redacted] office of the Park and Recreation [redacted] this contract brought forth the following.

[redacted] stated that he had no copy of the [redacted] at it was probably in the office of the [redacted] Desmond. On inquiring at the latter's [redacted] representative of the commission was told [redacted] the Park and Recreation Department [redacted] in inquiring at the Park and Recreation [redacted] office, the information was given that it [redacted] Rubin's office at the Roxbury Iron and [redacted] ny; and finally, Mr. Rubin stated that he [redacted] it and knew nothing about it, but that it [redacted] the Park and Recreation Department

to locate it was made, with the [redacted] copy of a contract with Arch- [redacted] ed April 28, 1915, was sent by

Under this bid the city could not require Mr. Rubin to erect a building worth more than \$5,000, and on this basis he was the third highest bidder; *i. e.*, his bid of \$1,000 a year for five years, or \$5,000 plus \$5,000 for the building, or \$10,000 altogether, was less than Mr. Maguire's bid of \$10,250, the items of interest being practically offsets.

The subsequent history of this transaction is even more significant than the acceptance of this peculiar bid.

While it is the general custom of the Park and Recreation Department to accept such bids soon after the bids are opened, in this case the matter was allowed to drift from February 25 to March 12. On the latter date Mr. Martin was permitted to withdraw his bid, and at the same meeting Mr. Rubin was awarded the concession, and Mr. Maguire, who was next to the highest bidder, was ignored.

The acceptance of the peculiar bid of Mr. Rubin seemed to the Finance Commission sufficiently suspicious for it to examine closely the typewriting and the paper on which the bid of Mr. Rubin was submitted. A representative of the commission had one of the stenographers in the Park and Recreation Department make a copy of the Rubin bid on the department's official stationery, and found that both the typewriting and the paper on which this copy was made were identical with the paper and the typewriting of the bid submitted by Mr. Rubin.

To confirm the impression which the commission thus got that Mr. Rubin's bid was really composed in the Park and Recreation Department itself, the commission had a representative of one of the best known typewriting companies in the city, as well as a typewriting expert, William E. Hingston, examine both the bid and the copy, with the result that both experts agreed that the bids and the copy were made on the typewriter of the Park and Recreation Department. Although the advertisement for bids made no mention of the erection of a proposed building, the Park and Recreation



Department had already engaged an architect, Mr. G. Henri Desmond, who had drawn plans and has estimated that the cost of the building would be \$5,000, the identical amount which Mr. Rubin allowed for the building in his bid. This is further evidence of special assistance from within the department.

The records of the Park and Recreation Department, it is true, make no mention of the engagement of Mr. Desmond, but the chairman of the Park and Recreation Department has admitted that Mr. Desmond was engaged to draw these plans.

The fact should also be noted that whereas Mr. Rubin had undertaken to supply a building to cost at least \$5,000, the Park and Recreation Department itself advertised for bids to construct the building, as if the department were to erect it and not Mr. Rubin, whose bid had been accepted. Furthermore, the *City Record* of April 17 states that the award of the contract for the building was approved by Your Honor on April 15; but no such contract apparently was ever executed, nor was any written contract of any kind made with Mr. Rubin.

Inquiry at the office of the Park and Recreation Department as to this contract brought forth the following information.

The secretary stated that he had no copy of the contract, but that it was probably in the office of the architect, Mr. Desmond. On inquiring at the latter's office, the representative of the commission was told that it was at the Park and Recreation Department office. On again inquiring at the Park and Recreation Department office, the information was given that it was in Mr. Rubin's office at the Roxbury Iron and Metal Company; and finally, Mr. Rubin stated that he did not have it and knew nothing about it, but that it was probably at the Park and Recreation Department office.

Again an attempt to locate it was made, with the result that an unsigned copy of a contract with Archdeacon & Sullivan, dated April 28, 1915, was sent by

the Park and Recreation Department office to the office of the Finance Commission. This date is interesting in connection with the fact that in his bid Mr. Rubin had agreed to have the building open for the public by May 1, *i. e.*, three days later.

All three members of the Park and Recreation Department were examined by the commission. One of the commissioners (Mr. Galvin) had been absent from most of the meetings when this subject had come up and knew very little about it.

Mr. Dillon, the chairman, testified that he had had no conversation with Mr. Rubin or Mr. Marks Angell prior to the opening of the bids. He denied that Mr. Angell had introduced Mr. Rubin to him or that he knew Mr. Rubin was a son-in-law of Mr. Angell. As to the accuracy of this statement the Finance Commission sets forth below his testimony and that of Mr. Angell bearing on the same subject:

MR. DILLON.

Q. You did not know that Mr. Rubin was connected with Marks Angell? A. No; this is the first time I knew it. I never saw the man in my life but once or twice.

MR. ANGELL.

Q. Let me refresh your recollection by an incident which happened at the time the introduction was supposed to have taken place. Mr. Dillon came downstairs and you said to Mr. Dillon: "Meet Mr. Schlesinger, my brother-in-law." Does that refresh your memory at all? A. No, that refreshes my memory on my son-in-law, but not my brother-in-law. I introduced my son-in-law to Mr. Dillon and then to Mr. Byrne, and to a lot of them, but I have never been with Mr. Schlesinger.

Q. Your son-in-law is Mr. Rubin? A. Mr. Rubin, and Mr. Schlesinger is my brother-in-law; Mr. Rubin is my son-in-law.

Q. Do you recall introducing your son-in-law to the Park Commissioners? A. Sure.

Q. To Mr. Dillon and Mr. Byrne? A. Yes.

Q. He was introduced as your son-in-law. A. Yes, sir.

The third commissioner, Mr. Gibson, was clearly innocent of any collusion with regard to this bid, but his testimony, which was frank throughout, showed that Your Honor participated in this transaction. The following conversation with Your Honor took place, Mr. Gibson was sure, prior to the opening of the bids. In this conversation with Commissioner Gibson, Your Honor, according to Mr. Gibson's testimony, stated that Mr. Rubin "was willing, or had indicated his willingness, to pay \$1,000 (a year) for the concession and to construct a building; . . . that the proposition sounded rather a good thing to him (the Mayor) and he wanted us (the Park and Recreation Department) to look into the matter."

Mr. Gibson testified that, as a result of this interview, he felt that Your Honor favored Mr. Rubin.

Mr. Gibson's testimony disclosed the fact that whereas Mr. Martin was allowed to withdraw his bid on the ostensible ground that he had insufficient financial strength, in another case where Mr. Rubin was not a competitor Mr. Martin has been awarded a concession without this fact having been considered. Furthermore, the department, while it professed to be so solicitous as to Mr. Martin's responsibility, made no inquiry whatever as to Mr. Rubin's responsibility.

Mr. Rubin in his testimony showed that he knew nothing about the building which was to be erected and did not even know how he had conceived the idea of mentioning the sum of \$5,000 as the cost of the building. Nor did he consult an architect in regard to the plans for it. In other words, Mr. Rubin personally convinced the Finance Commission that he was not an active party to the transaction.

Finally, Mr. Rubin became evasive in his answers and refused to answer further questions on this subject, and on being asked the reason for his refusal admitted that the fear of incriminating himself was one of the reasons.

Early in May, or some time after the interest of the Finance Commission in the transaction had become manifest, Mr. Rubin's bid was withdrawn. Ostensibly it was withdrawn in response to a letter of the Mayor in which Your Honor stated that "The Corporation Counsel has this day conferred with me in reference to the refreshment privilege at Franklin Park, and I have been informed by him that the privilege awarded by your department to S. J. Rubin did not include the refectory building, as was expected by the bidder when submitting his proposal, and I have been informed by Mr. Rubin that it is his desire to withdraw his bid."

This letter is significant, inasmuch as it is wholly at variance with the testimony of both the chairman of the Park and Recreation Department and Mr. Rubin in withdrawing his bid.

The chairman of the Park and Recreation Department, Mr. Dillon, in his testimony before the commission made no mention of the refectory building or any misunderstanding connected with it as a reason for allowing Mr. Rubin to withdraw his bid.

Mr. Rubin's testimony is equally conflicting with Your Honor's letter. He denied that he had any intention of including the refectory building in his first bid, but knew distinctly that it was excluded. He further stated that he withdrew his bid on account of the activity of the Finance Commission, because, as he felt, the Finance Commission was displeased about the actions surrounding it.

The passive participation in this matter by Mr. Rubin is further disclosed by his testimony that he did not recall how he withdrew the bid, whether by telephone, by word of mouth or in writing. He thought that he telephoned to Mr. Byrne, the secretary of the Park and Recreation Department, but admitted that he had not seen anyone else about withdrawing it.

On May 8 the Park and Recreation Department advertised for the leasing of the proposed refreshment booths in Franklin Park, stating this time specifically

that the bidder was to erect a building and was to have the privilege of selling refreshments throughout the park system, excluding the refectory building, which a year ago had been let for a term of three years.

Bids were opened on May 14, and, obviously as a result of the treatment received by all the bidders except one at the time of the previous bidding, only one bidder appeared, the Solomon J. Rubin already mentioned, the son-in-law of Marks Angell.

His bid was \$2,275 a year in addition to the erection of a building. The chairman of the Park and Recreation Department has admitted to the Finance Commission that this was a favorable bid, yet the bid was thrown out for no other reason than the fact that Mr. Rubin was the only bidder, although such cause for rejecting bids had not been put into practice in other instances in this department or other city departments.

By the rejection of his bid Mr. Marks Angell's son-in-law was relieved from the responsibility of taking on himself this contract which, if fulfilled, would have brought the City of Boston approximately \$11,375, plus a building.

A third time, on May 29, bids were called for. Again there was only one bidder. Bids were opened on June 4; this time the cash offer was only \$651.60 a year, instead of \$2,275, a difference in five years of \$6,117. The bidder this third time was Samuel N. Schlesinger, 140 Granite avenue, a brother-in-law of Mr. Marks Angell. At this third bidding a representative of the Finance Commission was present and noted all the details of the transaction, including the receipt of a check from Mr. Schlesinger after the opening of the bids. This bid has now been rejected. The chairman of the Park and Recreation Department had admitted to the Finance Commission that he would have accepted \$300 a year if there had been three bidders, and that the Park and Recreation Department had never determined what an adequate compensation for the concession should be.

The Finance Commission is unable to state why the

third bid was rejected, but believe that the investigation of this commission and the presence of its representative when the bids were opened was a determining factor.

The commission finds:

1. Upon all the evidence that Mr. Marks Angell's brother-in-law, Mr. Schlesinger, and Mr. Marks Angell's son-in-law, Mr. Rubin, were "straw men" in bidding on the concession.

2. That this is even a more serious case of special privilege than that granted to Mr. Marks Angell in connection with the sale and tearing down of the Probate Building.

3. That the interests of the city were not sufficiently protected by the Park and Recreation Department in this transaction.

The commission recommends:

1. That the Park and Recreation Department should be instructed to determine the value of this concession.

2. That hereafter bids be invited under proper specifications and be open to honest public competition.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
THE REFRESHMENT BOOTH PRIVILEGES AT  
FRANKLIN PARK.

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BOSTON, June 18, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,— On June 17 the chairman of the Finance Commission was requested by telephone from your office to furnish the evidence upon which it based its report on the Franklin Park concession privileges. The chairman in his answer said that he had no authority to deliver the evidence, but would call a special meeting of the Finance Commission on Friday, June 18, and submit the request to it for its decision.

This meeting has been held this day and the commission suggests that perhaps the best method of getting all the evidence before Your Honor and the public is to hold a public hearing. If Your Honor requests such a hearing it will be held either now or at any time most convenient to Your Honor.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE CITY COUNCIL  
*in relation to*  
 THE CITY BUDGET.

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BOSTON, July 12, 1915.

*To the Honorable the City Council:*

GENTLEMEN,—In reply to your order of June 28, 1915, requesting the opinion of the commission on the supplementary budget of \$196,000 submitted by the Mayor, the Finance Commission submits the following report:

1. BUDGET COMMISSION . . . . \$2,500

As this amount seems to be proper and necessary, no recommendation for reduction is made. . .

2. BOSTON INFIRMARY DEPARTMENT.

Repair of the "George A. Hibbard" . . . \$2,000

In its report of May 15 the commission recommended that no action be taken upon the requested appropriation until the department furnished a definite statement of the necessary repairs. The commission is now in receipt of such a list and also an estimate of cost from Robert H. Fraser, marine engineer. Mr. Fraser estimates that the cost of necessary repairs to the boat will amount to \$2,597, of which \$500 will be needed for painting work. If the members of the crew are allowed to do the painting work, this \$500 can be saved and the requested appropriation will then be sufficient. In view of the estimate of Mr. Fraser it is obvious that the department must have intended to use the members of the crew for the painting work.

The Finance Commission recommends that the amount requested be appropriated specially for the repair work to this boat.



### 3. OVERSEEING OF THE POOR DEPARTMENT, \$50,000

On November 30 last year the Overseeing of the Poor Department requested an appropriation of \$562,010 for the year 1915-16, and on January 20, 1915, asked for an additional appropriation in the sum of \$12,922, making a total of \$574,932. The Mayor reduced this amount to \$412,010, thereby cutting the request of the department in the sum of \$162,922. The department on July 1, 1915, had expended \$322,454.96, and had on hand a balance of \$97,902.94. This balance is \$8,347.90 more than was appropriated by the City Council, due to the fact that the City Auditing Department has allowed the Overseeing of the Poor Department to add to its appropriation made by the City Council the amount of money received as reimbursement from the state under the Mothers' Aid Act.

The department estimates that in addition to this \$8,347.90 which has already been received, \$73,913.81 will be received from the state during the year 1915, which will be added to the appropriation for current expenses. This balance of \$97,902.94, added to the \$73,913.81 which is expected as reimbursement under the Mothers' Aid Act, together with the \$50,000 requested, will make \$221,816.75. As the department is spending approximately \$60,000 a month, the amount of money available for the department needs will only carry it to the middle of October, after which time the department will be obliged to suspend its activities or receive from some city source additional funds in order to carry it through the three remaining months of the municipal year. The requested appropriation of \$50,000 should therefore be made.

### 4. REPAIRS TO STEAMER "MONITOR," \$7,500

This amount was recommended by the commission in a communication to the City Council, dated May 17, 1915, after it had employed Mr. Robert H. Fraser to examine the steamer and report upon the cost of repairs.

While the City Council was considering the original request for \$10,300, the Commissioner of Penal Institutions advertised for bids for repairing the steamer "Monitor," and received in response thereto two bids, the lower being that of the Atlantic Works for \$1,400, and in addition a contract was made with the proprietors of the steamer "King Philip" for use of that boat during the repairs to the "Monitor," at \$70 a day. The cost of the "King Philip" amounts to \$2,520, and the amount to be paid to the Atlantic Works, according to a statement furnished this office by the Penal Institutions Department, is \$3,959 in addition to the contract price of \$1,400, making a total of \$5,359 to be paid to the Atlantic Works.

In addition to this amount the department estimates additional repairs to the extent of \$3,543, making a total of \$11,422, or \$3,922 more than the cost (including the cost of the extra steamer) estimated by Mr. Fraser, the marine engineer. If the Penal Institutions Department had prepared complete specifications for the repairs after an examination of the boat by a competent person, the City of Boston would probably not be obliged to spend more than the sum recommended by the Finance Commission.

The commission recommends that no more than \$7,500 be appropriated for the boat and that the Mayor should give serious thought to the action of the Commissioner of the Penal Institutions Department in proceeding with the repairs of the boat in utter disregard of the City Council. The commission also recommends that the \$7,500 be specially appropriated for "Repairs to Steamer 'Monitor,'" so as to prevent its use for the general running expenses of the steamer.

#### 5. PUBLIC BUILDINGS DEPARTMENT, \$69,500

(a.) *Furniture* . . . . . \$15,500

The Superintendent of Public Buildings formerly asked for \$17,150 to cover the item of furniture for city

buildings, and the commission recommended that this amount should be made the subject of a special appropriation in order to insure the purchase of the furniture requested. The department has now reduced its estimate to \$15,500, and has submitted as a basis for this request a list of the departments requesting the furniture which make up the total of \$15,500. The list was taken by a representative of the commission and a visit made to each of the departments requesting new furniture. It was learned that \$3,938.70 had already been contracted for or spent for furniture and furnishings for these departments and that with the expenditure of \$6,940 additional all the department needs for the year would be supplied, and that the total amount spent or contracted for, together with the amount of furniture requested by the departments, amounts to \$10,888.70. Therefore \$10,900 is recommended for allowance. In order that the requests and needs of the departments may be thoroughly understood, a table is submitted below which shows the results of the visit of a representative of the commission to the departments:

DEPARTMENT.	Requested, According to Public Buildings Department.	Expended and Contracted for.	Needs of Departments.
Infirmary.....	\$400 00	.....	\$100 will more than give everything asked for.
Children's Institutions.....	250 00	\$15 90	Mr. O'Hare and Miss Riley say that all the furniture or furnishings needed are a clock, \$5 or \$8, and filing cabinet, which was originally requested in April, 1914. Approximate cost, \$50.
Planning Board.....	150 00	199 25	Want nothing more.
Assessing.....	500 00	301 25	According to Secretary Folsom the amount given as contracted for includes all asked for.
Board of Appeal.....	150 00	.....	Clerk in charge of office said the department wishes an entire new supply of furniture, including five office armchairs, new table, bookcase and half dozen other office chairs for Board room, extra filing cabinet and desk to take place of desk in outer office (nothing wrong with present desk), bench and half dozen chairs for outer office.

DEPARTMENT.	Requested, According to Public Buildings Department.	Expended and Contracted for.	Needs of Departments.
Building.....	\$400 00		Mr. Damrell says nothing asked that he knows of, except finishing of drawers under counter and half dozen regular office chairs. Later telephoned that Mr. O'Hearn wished two combination drawing tables and plan racks; a system of bells and grille work around cashier.
Election.....	350 00	\$30 00	Chairman Minton says he knows of nothing new wanted.
Public Buildings.....	150 00	24 00	Chief Clerk Ward knows of nothing in way of furniture wanted particularly for his own office; said he heard in the office that his department was in the list for about \$150, but he does not know the reason.
Public Works.....	1,000 00	176 25	Chief Clerk Kelly said that six office chairs were requested by former commissioner, would cost about \$50, and two plan cases, about \$30. Later Mr. Kelly said he asked also for about \$450 worth of Globe units for reference library.
Collecting.....	2,000 00	1,993 02	Amount requested has been expended.
City Clerk.....	4,000 00		Assistant City Clerk says furnishings for vault in Annex asked for; his estimate that total cost would be about \$4,000.
Health.....	1,000 00	164 80	Doctor Mallowney and Assistant Secretary Maloney say that the following list is wanted and has been asked for: Three metallic clothes lockers; filing cabinet, one unit (\$50); flat top desk; typewriter shelf on desk; six office chairs; five chairs for laboratory; desk chair; \$5 case for holding blank notices; filing cabinet in dairy division; \$7.50 cabinet in food inspection division. (\$300 would easily buy all.)
Examining Board.....	200 00	219 04	Amount requested has been overexpended.
Supply.....	500 00	253 45	Assistant Superintendent Rock said the department wants nothing more.
Wire.....	600 00		Commissioner wants new map and plan filing cabinet (has wooden one, but says law compels him to have a fireproof one); a bookcase (has none now) and a few other small pieces, making a total of about \$300.
Registry.....	300 00	69 70	Nothing more has been asked for.
Ward 7 Municipal Building...	2,000 00		There is an unexpended balance of \$893.25 in the appropriation for the Ward 7 Municipal Building, and if \$1,000 is added to this it will furnish all the money required for the furniture.
Treasury.....	1,200 00	342 00	Small rug for treasurer's private office (no desks because some left by collector will be made use of). If city could afford it, treasurer would like to put in new desks in old office in place of those there.
Penal Institutions.....	400 00	150 00	Commissioner says nothing wanted. Later decided that he wants duplicate set of cardcases for records of island to be kept at main office and a bell system for office (about \$10). Approximately \$100 would suffice.

(b.) *Alterations* . . . . . \$54,000

The Public Buildings Department in its annual budget for 1915-16 requested a total of \$47,100 for repairs and alterations to the various city buildings. It was allowed the sum of \$10,350, with the understanding that an additional amount could be obtained upon the presentation of a detailed statement of the contemplated expenditures. From February 1 to June 1 the department has expended for repairs and alterations the sum of \$31,432.15, and its estimated expenditures for the remainder of the year amount to \$24,850, of which \$2,000 is for work already performed but bills for which have not been received. The grand total of the expenditures for the year is estimated to amount to \$56,282.15. From these figures the appropriation if allowed for the year 1915-16 would amount to:

Already expended . . . . .	\$31,432 15
Work contracted for . . . . .	2,000 00
For balance of year . . . . .	<u>22,850 00</u>
Total appropriations for repairs and alterations for 1915-16 . . . . .	\$56,282 15
Less previously appropriated . . . . .	<u>10,350 00</u>
Revised amount for supplementary appropriation according to figures of department . . . . .	<u><u>\$45,932 15</u></u>

A representative of the commission, in company with Mr. Ward and Mr. Brady of the Public Buildings Department, made a visit to the city buildings for which repairs were requested and found that in most of the cases the repairs requested were actually required, but noted that in all of the buildings visited certain of the needed repairs were of a minor character, such as could readily be made by an average janitor.

In the twenty-five buildings visited by the representative of the commission between the hours of 10 a. m. and 4 p. m. not five custodians were in attendance at their buildings, and in many cases the janitors were likewise absent. If proper custodians and janitors were

appointed for city buildings many of the minor repairs now called for in the estimates of the Public Buildings Department could be done by them and would save the City of Boston the cost of this petty work, the labor cost of which is out of all proportion to the real value of the work performed. If jobs of this petty nature were done by the custodians and janitors in charge of the buildings, it would save at least \$5,000 to the City of Boston. As the amount necessary, according to the figures of the department itself, for the remainder of the year is \$45,932, it is recommended that \$40,000 be allowed. This would mean a saving of \$14,000 over the item for repairs and alterations requested by the Mayor and \$4,600 in the amount requested for furniture, making a total of \$18,600.

#### 6. PUBLIC WORKS DEPARTMENT, BRIDGE AND FERRY DIVISION.

FERRY SERVICE . . . . . \$22,000

(a.) *Auxiliary lighting plant* . . . \$2,000

This sum was recommended by the commission in its report of May 15, in place of the \$17,500 requested. The \$2,000 is again recommended for allowance.

(b.) *Repairs of boats* . . . . . \$10,000

In its report of May 15 the commission recommended that the \$16,000 already appropriated for repairs of boats would be sufficient for the present year and that the additional amount of \$10,000 should be refused. No new reason has been advanced at the present time why the commission should change its recommendations. This amount should not be allowed.

(c.) *Repairs of buildings and drops*, \$10,000

In its report of May 15 the commission advised against the appropriation of \$10,000, stating that it saw no reason to change its former recommendations and that no efficiency in the Ferry Service would suffer by the

refusal of the City Council to appropriate the money requested. No new reason has been advanced to cause any change in the recommendation of the commission. The commission believes that any amounts beyond that already appropriated should be taken from the regular appropriation.

7. RESERVE FUND . . . . \$42,500

At the present time there is in the Reserve Fund approximately \$40,000. The commission believes if the economies recommended by it in the departments of the city are put into practical effect by the Mayor that there will be sufficient balances left in the various departmental appropriations which can be used for transfer purposes, and that this \$42,500 should remain unappropriated and be saved to the taxpayers.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
 A RESTRAINING ORDER OF THE MAYOR.

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BOSTON, August 2, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,—The Finance Commission has considered the order of Your Honor, dated June 18, 1915, addressed “To the Heads of Departments and the Members of Boards and Commissions,” in which, after taking the commission severely to task, you gave the following order:

*First.*—That no official or employee of the city shall hereafter go to the office of the Finance Commission to attend any hearing or investigation unless he has first been served with a legal summons which fairly indicates the subject of the investigation and unless he is attended by counsel and given means of obtaining a complete copy of his testimony.

*Second.*—That the Corporation Counsel is to be communicated with by the heads of departments and the members of boards and commissions whenever any witness who is an official or an employee of the city is summoned before the Finance Commission, and the Corporation Counsel is to furnish one of his assistants for the hearing.

The Finance Commission has consulted the Attorney-General and Michael J. Sughrue, Esq., the counsel of the original Finance Commission, and has been advised as follows as to the limitations of Your Honor’s power in issuing such an order:

*First.*—That Your Honor has no legal right to order employees outside of office hours to refuse to appear



before the commission and give such testimony under oath as the commission may properly require, without the formality of a summons.

*Second.*—That Your Honor has no legal right to order a witness who is an employee of the city to refrain from obeying the summons of the commission unless he is given means of obtaining a complete copy of his testimony.

*Third.*—That Your Honor has no power to direct who shall appear as counsel for a witness who is a city employee and no official or employee is in any way bound by such direction.

*Fourth.*—That Your Honor has no legal right to direct the members of the Law Department to attend as counsel for witnesses before the Finance Commission and that the Corporation Counsel or his assistants have no legal right so to appear.

The commission submits the above opinions for Your Honor's information, and requests that the order of June 18 be so modified as to conform to it.

If Your Honor had the power to issue and enforce this order it would result in injustice in many instances. Inquiries undertaken by the Finance Commission are often found to be baseless or founded upon charges which are not thereafter supported by adequate proof. It would be unfortunate and unjust to have official or other record or newspaper notoriety given to such investigations so as to call formal or informal attention to the individual or official whose acts have been subjected to inquiries and which are found not to merit just criticism.

The commission believes in conducting and always has conducted its investigations so as to protect the reputation of individuals and the status of the city departments against unjust criticism from whatever quarter originating.

Your Honor assumes a grave responsibility when you state that employees of the city shall not give information to the commission except under the conditions

imposed by you. The commission is maintained at the public expense to conduct investigations, and it should not be hampered or opposed by the chief executive of the City of Boston and its law officers, nor should the officers and employees be given the impression that they have the support of the Mayor and the Corporation Counsel in opposition to the commission in its reasonable inquiries into their official conduct.

The commission is convinced that the Mayor and the Finance Commission should work together for the public good. It is also convinced that its own work should proceed without impairment. For this purpose it suggests that Your Honor and the commission hold a conference in which the various matters at issue may be discussed when, no doubt, a satisfactory solution may be reached. If this is impossible and Your Honor refuses to modify your order in such a manner as will enable the commission to fulfill its functions satisfactorily, the commission of necessity must at the proper time take such steps as may be necessary to enforce its rights.

Respectfully submitted,

THE FINANCE COMMISSION,

by JOHN R. MURPHY,

*Chairman.*

COMMUNICATION TO THE CITY COUNCIL  
*in relation to*  
PAVING TREMONT STREET.

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Boston, August 9, 1915.

*To the Honorable the City Council:*

GENTLEMEN,— The Finance Commission, as requested in the following order of the City Council, has investigated the subject matter and respectfully reports as follows:

*Ordered,* That the Finance Commission be requested, through His Honor the Mayor, to make investigation of the completed work of repaving Tremont street, between Scollay square and Boylston street, and report to the City Council whether the wood block pavement used is of good quality and in conformity with the specifications as noted in the contract and acceptable to the contractor; whether the work has been performed under the provisions of the contract in a manner acceptable to the city, particularly where the new work has met the old work in intersecting streets; to report whether the proper joints have been made, and whether or not the contractor has fulfilled all the provisions of his contract in a satisfactory manner.

The work of repaving Tremont street, between Scollay square and Boylston street, with wood blocks was done under contract signed June 11, 1915, by Coleman Brothers, of Pearl and Marginal streets, Chelsea. It is difficult to make an investigation at the present time, as the work was completed some time previous to the receipt of the order of the City Council by the Finance Commission.

As a matter of fact, the most effective inspection that can be made of wood blocks requires that the wood at the manufacturing plant be inspected before its treatment with the preservative oil. Again, the specifica-

tions of the City of Boston, under which the inspection of the wood blocks is made, are so indefinite as to preclude the greatest benefit from the inspection. For example, the following is an extract from the specifications under which such work was done:

*Wood Block Pavement.*—(a.) The wood to be treated is to be well seasoned Southern long leaf yellow pine, not less than 80 per cent. of heart, of a texture permitting satisfactory treatment as hereinafter specified, and is to be subject to inspection at the works, in the stick, before being sawed into blocks. The annual rings are to average not less than seven, measured radially from the heart, and in no case less than five to an inch.

The following uncertainties may be noted in this short paragraph:

The wood is to be well seasoned. No standard regarding the amount of moisture which it may contain is specified. Not less than 80 per cent. is to be heart wood. The specifications do not state if 80 per cent. refers to each block or to the entire area. Under this specification 20 per cent. of the entire pavement might be laid in one place with blocks of all sap wood. The wood shall be of a texture permitting satisfactory treatment. What such texture shall be is not clear.

The provisions that the blocks should be inspected at the plant during the process of manufacturing was taken advantage of by the city. A representative of the Finance Commission saw the blocks as they were piled along Tremont street, and he has reported that there were a larger number of cracked blocks than is customary in contracts of this kind, and especially a large number of blocks in which appeared seasoning cracks which were not filled with preservative oil. This condition may indicate that the blocks were not thoroughly seasoned previous to treatment and so became cracked from the evaporation of moisture after treatment. The recent settlements in the pavement near Bromfield street were not due to the work of the paving contractor, but on account of weakness of the concrete

foundation over the high pressure fire service pipe trenches which were put in place by the contractor for that work.

As regards the workmanship of laying the blocks, in view of the fact that the contract was a rush job and required contractors to work twenty-four hours a day, the pavement appears to be a good, average job. The commission finds nothing to criticise regarding the workmanship at intersecting streets. So far as workmanship is concerned, the commission is of the opinion that the contractor has fulfilled the provisions of his contract in a manner equal to the average job of wood block paving.

Respectfully submitted,

THE FINANCE COMMISSION,

by JOHN R. MURPHY,

*Chairman.*

COMMUNICATION TO THE CITY COUNCIL  
*in relation to*  
SEWER CONSTRUCTION IN LINCOLN STREET.

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BOSTON, August 9, 1915.

*To the Honorable the City Council:*

GENTLEMEN,— The Finance Commission has investigated the subjoined order of the City Council and submits the following report:

*Ordered,* That the Finance Commission be requested, through His Honor the Mayor, to make investigation of the completed work of the sewer construction on Lincoln street, between Essex and Beach streets, and to report to the City Council whether the contractor has fulfilled all the provisions of his contract, and performed the work in a satisfactory manner, and particularly to report as to whether the contractor has, in a satisfactory manner, fulfilled the provisions of his contract as relating to the repaving of that part of the street which the contractor opened.

The work of sewer construction in Lincoln street, between Essex and Beach streets, recently completed, was done under contract dated February 11, 1915, by M. Russo & Son Company.

Lincoln street is paved with small, old style, granite blocks, laid directly upon the earth without concrete foundation. The material underlying the foundation is of too poor quality to support such a pavement.

Immediately after the completion of the sewer the Water Department of the City of Boston laid a pipe parallel to the sewer and about three feet away from it. The work on the two structures is jointly responsible for the condition of the street.

The contractor is obliged under this contract to maintain the surfacing of the street for one year after completion of his work.

Extensive repairs have already been made and frequent repairs will be necessary in the future until the earth has had time to settle thoroughly. The large amount of rainy weather during the present season, together with the heavy loads upon teams passing through Lincoln street, has rendered the maintenance of the pavement difficult.

So far as the commission can ascertain, the work on Lincoln street has not been unreasonably neglected by the city authorities or by the contractor. Lincoln street is one of the streets that should be repaved with granite blocks upon concrete foundation.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE CITY COUNCIL  
*in relation to*  
RESURFACING OF BIRCH STREET.

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BOSTON, August 9, 1915.

*To the Honorable the City Council:*

GENTLEMEN,— The Finance Commission has investigated and submits a report on the following order of the City Council:

*Ordered,* That the Finance Commission be requested, through His Honor the Mayor, to make investigation of the recent contract awarded to A. H. Archer for the resurfacing of Birch street in West Roxbury, between Penfield street and Dudley avenue, and to report to the City Council whether the specifications called for the use of "bitulithic" only, and did not specify or ask for bids upon any other form of asphalt, and if so why was "bitulithic" only called for.

Birch street, between Penfield street and Dudley avenue, has been recently laid out by the Street Commissioners as a public way, under the provisions of ch. 393 of the Acts of 1906. The remaining portion of Birch street, from South street to Penfield street, has been a public way since 1879.

Under the provisions of the act the Street Commissioners have power to order the construction of streets, and payment for such construction is made from the annual loan for the Street Laying-Out Department. Determination as to the character and the materials of the pavement lies with the Commissioner of Public Works who, according to the Revised Ordinances, ch. 28, "shall construct all streets and sewers; shall have discretionary powers as to grades, materials and other particulars of construction of streets." The contract



calls for bitulithic as a surfacing material for the pavement and bids were not asked for any other form of surfacing material, nor can any other form be laid under the contract as signed.

The portion of Birch street in question has steep grades and the reason advanced for the selection of bitulithic over another form of asphalt pavement was due to the fact that bitulithic when new and under certain weather conditions is less slippery than some forms of asphalt pavement, notably the kind known as standard asphalt.

The commission is now conducting an extensive investigation of bitulithic and other pavements and in its final report will cover more fully the question asked.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR AND CITY COUNCIL  
*in relation to*  
THE SALE OF THE PROBATE BUILDING SITE.

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Boston, August 20, 1915.

*To the Honorable the Mayor and City Council:*

GENTLEMEN,— The Finance Commission, in accordance with its opinion expressed on January 15, 1914, that the site of the Probate Building was too valuable for the use of a police station, recommends that this site be sold. In the opinion of the commission the price offered, namely, \$475,000 net, is a fair and proper price for the city to accept.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE CITY COUNCIL  
*in relation to*  
STREET OPENINGS IN SOUTH STREET.

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BOSTON, September 1, 1915.

*To the Honorable the City Council:*

GENTLEMEN,—The Finance Commission has made an investigation as requested in the following order of the City Council:

*Ordered,* That the Finance Commission, through His Honor the Mayor, make investigation of the recent opening for high pressure pipes in South street, between Essex and Beach streets and nearby adjacent territory, and report to the City Council whether the contractor has properly fulfilled the provisions of his contract in a manner satisfactory and acceptable to the city.

The commission respectfully reports as follows:

No high pressure fire service water pipes have been laid in South street, between Essex and Beach streets. The nearest point at which high pressure fire pipes have been laid is in Beach street across South street, between Lincoln street and Atlantic avenue. These pipes have been laid since the passage of the order of the council by the Hugh Nawn Contracting Company.

A sewer, however, has recently been laid in South street, between Beach and Essex streets, work on which was completed during July, and this work may account for the condition of the street which prompted the introduction of the above order.

The Finance Commission finds, through its consulting engineer, that the portion of the street over the sewer trench was badly in need of repaving at the time its

investigation was made. The sewer contract requires the contractor to keep the street surface in repair for one year after the completion of the contract. The commission believes he should be required to repave over his work immediately.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE CITY COUNCIL  
*in relation to*  
REMODELING FIRE ENGINE HOUSES.

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Boston, September 7, 1915.

*To the Honorable the City Council:*

GENTLEMEN,—The Finance Commission has made an investigation, as requested by your honorable body, of the following order and reports as follows:

*Ordered*, That the sum of \$30,700 be and hereby is appropriated to be expended by the Fire Department for remodeling the premises of Engine 14 and Ladder 4, \$16,000 of said sum for remodeling the premises of Engine 14 and \$14,000 of said sum for remodeling the premises of Ladder 4, and that to meet the said appropriation the City Treasurer be authorized to issue, from time to time, on the request of the Mayor, bonds of the City of Boston to the amount of \$30,700 for said purpose.

1. LADDER 4 ON DUDLEY STREET.

The present condition of the house is not such as is demanded by modern fire conditions. Remodeling the house might, however, be postponed if it were not for the fact that the companies of Ladder 4 and Chemical 10 are to be combined, which will make the changes asked for necessary. The economies on account of such combination are the immediate consideration for making the desired appropriation.

2. ENGINE 14 ON CENTRE STREET.

The house is a very old one and in poor condition, especially the sanitary arrangements. The rooms are in many cases too small for the present force and the facilities for the storage of supplies are inadequate. Repairs should be made on this house.

A representative of the Finance Commission has examined the architect's estimates for the work to be done on both houses and reports that the estimates are fair in amount, except the items for contingencies. The architect has allowed 30 per cent. for contingencies in each case.

The Finance Commission is of the opinion that the 30 per cent. item for contingencies can safely be reduced to 10 per cent., or, to use round numbers, the estimate for Ladder 4 could be reduced to \$12,000 and the estimate for Engine 14 to \$14,000, if the council decides to pass the order.

Fire Commissioner Grady has stated to the Finance Commission that while other fire houses need repairs the proposed remodeling of the houses of Ladder 4 and Engine 14 are more necessary in order that the efficiency of the Fire Department may be increased.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
LAYING OF ARTIFICIAL STONE SIDEWALKS,  
WEST BROADWAY, SOUTH BOSTON.

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Boston, September 15, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,— The consulting engineer of the Finance Commission has examined the work of laying artificial stone sidewalks on West Broadway, South Boston, between Dorchester avenue and Dorchester street, and as a result of his investigation the Finance Commission reports as follows:

The method of doing the work is provided for in sec. 8, page 37, of the contract as follows:

The subgrade for the sidewalks where the artificial stone sidewalks are to be laid is to be four (4) inches below and parallel with the top of the finished sidewalk, and at this subgrade a foundation is to be made consisting of the gravel and sand beneath the present brick sidewalk.

This method is different from the ordinary method of laying artificial stone sidewalks. A porous foundation of screened gravel, broken stone or cinders is the usual form of construction. It is doubtful whether the method used is as durable as the ordinary method of laying artificial stone sidewalks.

The contractor is living up to the contract, except in one particular, the use of gravel in the material of which the concrete is composed instead of crushed stone as required by the contract. The engineer of the commission estimates that the saving to the contractor from the use of gravel instead of crushed stone would

be about one cent a square foot, or approximately \$980, if used for the entire work, which amounts to 98,000 square feet.

The commission recommends that this matter be referred to the Commissioner of Public Works that he may inquire whether or not the city has any claim for damages.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*



COMMUNICATION TO THE SCHOOL COMMITTEE  
*in relation to*  
APPROPRIATING MONEY FOR SCHOOL ACCOM-  
MODATIONS.

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Boston, September 25, 1915.

*To the Honorable the School Committee:*

The commission has considered your communication of September 10, in which you request its opinion on the course which the School Committee should follow in appropriating money for school accommodations.

The commission has always advocated the principle that annual recurrent charges should be met from the tax levy and has opposed, as fundamentally unsound, recourse to borrowed money to cover such expenditure. The policy of the city in piling up its debt by such borrowing was the subject of many reports of the old and of the present commission. These reports resulted in the practical abandonment of this practice, with the exception of the School Committee, which, on account of its need for new school buildings, was allowed to continue the borrowing of money for this purpose.

In 1910 the Finance Commission gave a detailed study to this practice of the School Committee and reported that the "policy of providing for school needs out of loans instead of taxes has been an exceedingly costly one for the city, and it cannot be too quickly abandoned." It accordingly recommended that the request of the School Committee to borrow additional money for school accommodations be refused by the Legislature. (See Vol. VI., Finance Commission Reports, pp. 63 and 64.)

At that time (1910) the Finance Commission and the School Committee agreed upon an alternative plan,

that if \$5,250,000 from taxes and from loans could be obtained by the year 1915 the position of the School Committee as regards school accommodations would be so secured that further borrowing for this purpose after 1915 would be unnecessary. The Legislature declined to indorse this plan and the School Committee was left to its old authority to borrow \$500,000 a year (sec. 2, ch. 450, Acts of 1907) and its 40 cents from the tax rate. This 40 cents was later reduced to 30 cents (ch. 639, Acts of 1913).

Notwithstanding this refusal of the Legislature, the School Committee has had credited to it for land and buildings for schools from 1910 to 1915 the sum of \$5,327,195,\* or \$77,195.59 more than the amount which the School Committee informed the Finance Commission would take care of its needs for land and buildings for schools, so as to preclude the necessity of borrowing money after 1915.

Moreover, during the last three years, 1913-15, the School Committee has transferred to the Mayor for general city purposes the sum of \$442,810.12, or almost the equivalent of one year's bond issue, \$500,000. By this practice part of the funds for school accommodations has been diverted to current expenses of the city, while the School Committee at the same time has borrowed money for this particular appropriation. This annual transfer amounted to approximately \$150,000, or almost one-third of the annual loan raised for school accommodations. By such a procedure the School Committee is assisting the City of Boston to support part of its current expenses from the proceeds of borrowed money.

Furthermore, the commission desires to point out that the present debt for schoolhouses amounts to \$16,330,000, upon which interest charges totaling \$598,165 are payable in the present year. The total interest payment, together with the sinking fund and serial debt payments, amounts to approximately

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\* Exclusive of amounts (\$700,000) appropriated for the High School of Commerce.

\$1,022,415 annually. Such interest payment, totaling more than the annual loan issue, calls for immediate study and correction.

The commission feels that the expenditure for school accommodations is one of an annually recurrent nature and that the School Committee should exhaust its power of appropriating money for them from the tax levy before authorizing the issue of bonds. The commission believes that the School Committee should not only discontinue the policy of issuing bonds for these accommodations, but that the further transfer of money to the city for current expenses should cease.

The Finance Commission urges the School Committee to consider whether, in the present state of its school accommodations, it cannot support its future appropriations for school accommodations out of the 30 cent appropriation allowed it from the tax levy.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR AND CITY COUNCIL  
*in relation to*  
CONDITION OF STREETS IN BOSTON.

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Boston, October 7, 1915.

*To the Honorable the Mayor and City Council:*

GENTLEMEN,—The Finance Commission submits a report regarding the streets of Boston and attaches thereto a report of its consulting engineer, showing the condition of the streets during the months of June and July, 1915. The report of the engineer states that there has been a deterioration in the condition of the streets, principally in the main thoroughfares, since 1913, and that the residential streets were approximately in the same condition as in that year. It further states that a large part of the increased cost for street maintenance must be laid to the decreasing efficiency and poor supervision of the labor force of the Public Works Department. It also states that the quality of pavements and method of paving and maintaining the areas occupied by the tracks of the street railway companies are responsible to a great degree for the present poor condition of the surfaces of some of the suburban thoroughfares.

The engineer estimates that approximately \$3,000,000 will be necessary, in addition to the amount of the usual yearly appropriation, to place the street surfaces of the city in a proper condition. Of this amount, \$1,000,000 approximately must be expended to repave portions of the locations of the street railway tracks.

The commission finds that to carry out successfully any plan to remedy the present conditions of the streets of Boston it must take into consideration as the most important factors the methods followed in repairing and

maintaining the streets by the city itself, and the present practice of the street railway companies as regards manner and material used in paving and maintaining the areas occupied by their tracks.

The commission deems it inopportune to suggest a plan at this time for remedying the present practice of the street railway companies, as the question has been referred to the Massachusetts Public Service Commission for investigation.

The Public Service Commission, under ch. 35 of the Resolves of 1915, is making a study of existing statutes relative to repairs and maintenance of public ways in which street railways are located, and will report to the next General Court before the second Wednesday in January, 1916, its conclusions upon such subjects with drafts of bills embodying any recommendations which it may make.

As regards the problem of the city in improving the condition of the streets apart from the problems of street railway construction, the Paving Service of the Public Works Department has expended during recent years an amount which may be approximately stated as \$1,300,000 annually. Of this amount, approximately 70 per cent., or \$900,000, is reserved to pay the wages and other expenses incurred by the day labor force of the department and in maintaining this force during the winter season, when there is little paving for it to do; the balance, \$400,000, is expended for contract work.

It is apparent from the amount of work done on the macadam streets in the past few years and the increasing cost of such work, as shown by the records of the Public Works Department, that unless present methods are changed, a continually increasing amount must be devoted to the payment of day labor work each successive year, and a smaller amount of work will be accomplished from year to year.

The Finance Commission has in the past reported frequently on the necessity of increasing the efficiency of the Public Works Department, but as yet no definite

action has been taken. It believes that the present annual appropriation for the Highway Division, if economically expended, is sufficient to maintain the streets in good repair after such a state of efficiency has been attained.

The proper solution of present conditions is in doing away with the inefficiency and poor supervision of the labor force in the Public Works Department and an additional appropriation sufficient to restore the streets to a satisfactory condition. The alternative is to maintain the Public Works Department in its present inefficiency and to spend a continuously increasing amount of the taxpayers' money sufficient to have the street work done by contract.

The cost in either case should be met by taxes and will under any system, whether political or businesslike, be so large that it should be distributed over a series of years. So great a sum as will be necessary cannot be economically spent in a single year.

The commission commends the action of the City Council in refusing last May to pass a loan order for \$500,000 to improve the streets, inasmuch as the necessary money could have been obtained by the practice of economy. It is now too late in the season to begin street improvements to advantage. Next year the opportunity to obtain the needed money will recur and the work can then be commenced to the best advantage.

The Mayor and City Council should, however, bear in mind that in addition to the cost of work due to the increasing inefficiency of the Public Works Department there are at present certain fixed charges which did not exist in earlier years, such as the increased wages paid and the old age pensions. These amounts are small in comparison to the economies which can be made in the administration of the department.

The Finance Commission is of the opinion:

1 That an amount of approximately \$2,000,000 will be necessary, in addition to the amount of the uniform

yearly appropriation, to place the pavements of the city in proper condition. In addition to this amount some means must be taken to repave portions of the locations of the street railway companies. The cost of this work will be approximately \$1,000,000, making the total amount necessary approximately \$3,000,000.

2. That on account of the changing condition in various parts of the city caused by residence districts being changed to business streets, considerable areas of macadam streets should be paved with permanent pavement.

The Finance Commission recommends:

1. That after the report of the Public Service Commission covering the responsibility of street railway companies in the matter of street pavements is acted upon by the Legislature, the City of Boston and the railway companies should cooperate to place the streets in proper condition at the least possible expense.

2. That in the business portion of the city the more recently developed type of smooth granite paving should be used.

3. That a larger amount of the different varieties of asphalt pavements be used in place of the more expensive wood block pavements now being used.

4. That the thoroughfares still used for residential purposes be paved with some form of asphalt pavement.

5. That the average appropriation for the Paving Service be increased out of the tax levy by approximately \$400,000 a year, commencing with 1916.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

BOSTON, August 30, 1915.

*The Finance Commission:*

GENTLEMEN,— Having been requested by you to make an examination of the conditions of the streets of Boston, and to report upon the problem of paving the same, I made during the months of June and July a personal examination of all the public ways of Boston, with possibly a very few exceptions. As a result of such inspection I respectfully submit the following information regarding the conditions found and the measures necessary to be taken to place the public streets of the city in such condition that further immediate expenditures would not be necessary or advisable, together with an estimate of cost of the necessary work. Since my survey was made some work has been done in repairing streets which are included in the list of streets from which the figures of the estimates herein contained were made up. During the same time there has been a deterioration in other streets which will, I believe, offset the repairs made. So that the figures given will represent approximately the amounts that it would have been necessary to expend to put the city's streets in a satisfactory condition from the condition that existed at the date of this report.

Before entering upon that portion of the report dealing with the condition of the streets I shall, as a preliminary, present some information regarding the characteristics of the pavements now being used in Boston streets and the conditions which have led to the adoption of such pavements. From a table prepared for the report of the Public Works Department for the year 1914-15 it appears that there are approximately 584.56 miles of public ways in Boston under the charge of the Department of Public Works. In addition there are forty-five miles of park roads in charge of the Park Department, and perhaps 250 miles of private ways which have been open to general traffic with the assent



of the Street Commissioners, but the surface of which is maintained by the owners of the abutting property.

Boston was probably the first city in the United States to use paved streets. As early as 1663 considerable areas of city streets were paved with pebbles, and between 1670 and 1700 frequent mention is found in the minutes of the selectmen regarding the paving of streets and the methods of dividing the cost of the work between the town and the owners of property abutting on such paved streets. These pebbles were undoubtedly the pavements afterward known as "cobblestones." They were water-rounded stones gathered from the seashore, and for a long time were the standard form of pavement for the city. At the present time the only relics of this pavement are two streets, one in the North End of the city and one in the South Boston district.

The following table furnished by the Public Works Department shows the total area of the pavements now in place on the public ways of the city to February 1, 1915:

TABLE SHOWING AREAS OF PAVEMENTS ON ACCEPTED STREETS IN BOSTON, IN SQUARE YARDS,\* FEBRUARY 1, 1915.

DISTRICT.	Stone Block.	Wood Block.	Brick.	Macadam, Gravel, Ungraded.	Asphalt, Bitulithic.	Cobblestone and Wood Plank.	Totals.
City to Old Roxbury line,	951,998	106,785	7,747	548,178	344,281	10,806	1,969,795
Charlestown.....	264,035	1,418	2,296	164,388	5,268	3,091	440,436
East Boston.....	136,247	.....	950	523,409	2,545	2,195	665,346
South Boston.....	433,268	2,850	1,979	454,153	41,815	6,967	941,032
Roxbury.....	311,295	24,443	49,790	1,142,694	90,739	1,417	1,620,378
West Roxbury.....	45,450	583	.....	1,534,578	10,042	2,181	1,592,834
Dorchester.....	167,635	37,284	48,101	1,951,177	20,265	5,594	2,230,056
Brighton.....	12,084	2,505	.....	913,177	16,119	4,339	948,224
Hyde Park.....	1,661	.....	.....	594,198	.....	5,302	601,161
Totals.....	2,323,673	175,868	110,863	7,825,952	531,074	41,892	11,009,322
Per cent.....	21.10	1.60	1.01	71.09	4.82	.38	100.00

\* The above table does not appear to have included the areas occupied by the tracks of the Boston Elevated Railway Company.

The ideal pavement to be suitable to all conditions of street traffic should in general have the following properties:

*First.* It should be impervious to water to such an extent that moisture cannot cause the formation of mud on the surface nor find its way to the foundation of the pavement and injure the construction of the pavement by the expansive force of freezing water.

*Second.* The pavement should be smooth. Upon this property depends in great degree the noiselessness of the pavement, its sanitary properties and the resistance of vehicular traffic.

*Third.* It should furnish a good foothold for horses and the wheels of motor-driven vehicles, in order that it may be adaptable to the varying grades of different streets.

*Fourth.* The pavement should be hard and durable. Upon this property depends the length of use of the pavement, the comparative cost of the same, and the dirt which results from the abrasion of the material of the pavement in distinction from the dirt which arises from other sources.

*Fifth.* It should be easily removed and replaced.

*Sixth.* The pavement should be cheap.

It is manifestly impossible to obtain all the properties for a desirable pavement in any single material, and experience has shown that to obtain the majority of such properties a very expensive variety of pavement is required. In selecting pavements for Boston streets the responsible official is obliged to determine the particular ruling characteristic which will in the greatest degree satisfy the special condition existing on the street under consideration.

Such selection is made particularly difficult in the business districts, on account of physical conditions which concentrate the greater portion of the street traffic on a comparatively few thoroughfares, some of these thoroughfares being also the principal streets for retail business and office buildings.

The ruling characteristic which determines the pavements for our downtown business district is clearly durability, or the quality of resisting various forces tending to wear out or otherwise destroy the pavement. Second in importance is the question of smoothness, upon which depends in great degree the comparative noiselessness of the pavement and its sanitary properties, as regards ease of thorough cleaning. In the suburban residence districts the ruling considerations are cheapness, noiselessness and ease of repair.

For the two extremes above mentioned Boston is fortunate in having an ample supply of suitable paving materials near at hand. Thus, the granite block, which has greater qualities for durability than any other feasible paving material, can be secured in ample supply without the payment of excessive freight charges, and the many ledges in the suburbs furnish an ample supply of good material for macadam and telford pavements. As a consequence of the ample supply of such materials we find that nearly 21.1 per cent. of the area of the city's streets is paved with granite and about 71.09 per cent. with macadam, a total of 92 per cent. with the two varieties of pavements. The remaining area, or about 8 per cent. of the total length of the city's streets, comprises those streets utilized for retail business and for office buildings, residence streets whose character is changing from residence to mercantile streets, and purely residential streets that are of necessity utilized as thoroughfares to suburbs. In attempting to satisfy the conflicting interests of the abutters on such streets, sheet asphalt, wood block and brick block pavements have been laid, to the extent of about 6 per cent. of the length of city public streets. The above-mentioned five varieties of pavements cover practically the entire surface of the city's public ways.

Following is a brief description showing the principal characteristics of the five principal forms of pavements which have been found to be most suitable to satisfy the varying conditions encountered in Boston streets:

## GRANITE BLOCK PAVEMENT.

As regards granite block, there is no question but that it furnishes the most durable form of pavement practicable to use in the congested business streets of Boston. The supply of raw material is ample and near at hand. No other form of pavement with equal wearing properties can compete with it in price.

The earlier pavements of this form were built of blocks approximately five inches square, laid directly upon the natural earth, the joints between the blocks being filled with sand to wedge them firmly in place and keep out the moisture. During later years blocks larger and of more regular size have been used and the standard form of pavement is now composed of such blocks laid on a foundation of concrete varying from 6 to 10 inches in thickness, and to prevent moisture penetrating the pavement the joints are first filled with small, clean gravel stones and later the interstices are filled with hot pitch. This form of paving, in theory at least, is a very good one. The province of the pitch and pebbles in the joints is to prevent the penetration of moisture and to give a cushioning effect which to some degree prevents noise. As a matter of fact, in practice it does neither. Only in very rare instances is it found on removing the pavement that the joints are filled with the mixture sufficiently either to prevent the admission of water or to reduce the noise. The pitch quickly wears out of the top of the joints and the edges of the blocks become rounded from abrasion and the pavement becomes very noisy as well as slippery. It is impossible to adequately clean the streets, as the pitch and pebble filling in the joints is easily washed out by the use of a water jet, and the brooms of the street sweeping machines remove only a portion of the filth, the remainder filling the joints of the pavement to the tops of the stones, from which position it immediately blows out upon becoming dry.

A form of pavement much superior to the foregoing

form, except possibly in the matter of slipperiness, has been laid to a limited extent wherein the joints of the granite blocks are filled with a mixture of Portland cement grout and sand. The pavements so laid are comparatively smooth. They can be readily cleaned, either by sweeping or by flushing. They are comparatively noiseless, and they are much more durable than the pavements as at present laid. The use of such a pavement was begun in Boston in 1900 but later abandoned for reasons later referred to. It has, however, been adopted during recent years by many of the smaller cities of New England. This form of pavement could be easily improved and cheapened compared with the design now used, by using a block of less vertical dimensions. The standard block now used has a depth of approximately 6 inches. This depth, which was thought necessary to secure a satisfactory pavement in the years before concrete came into general use as a foundation for pavements, has been generally continued in use to the present time. With a concrete base, however, the only province of the granite block is to furnish a desirable wearing surface and the depth of the block can be safely reduced to 4 inches or even less. The use of such thinner blocks will secure smaller joints and smoother surfaces, allow a better job in filling the joints and considerably decrease the cost of the pavement.

In many streets, pavements of the type above described can be economically secured by redressing the old form of small block of which the more recently designed large blocks are used by splitting the same to form one or more blocks of less depth. The extended use of such improved pavements in Boston has been prevented by the action of three forces: First, the public service corporations, who desire a pavement that can be easily removed and replaced when it becomes necessary to put in place or repair their underground structures; second, the teaming interests, that object on account of the slipperiness of the pavement in the winter time; and third, the Society for the Prevention of Cruelty to

Animals, who object to the slippery qualities of the pavement from a humane standpoint. On account of the objections of these three forces the city has been subjected to the inconvenience of pavements unnecessarily noisy and unsanitary.

#### MACADAM PAVEMENT.

As already stated, macadam pavement can be laid very cheaply in Boston on account of the ample supply of raw material, and properly laid it forms an excellent pavement for suburban streets, especially those which are entirely devoted to residence purposes. The use of oil for dust laying and the use of bituminous mixtures as a binder in the macadam has tended to increase the life of macadam pavement by preventing abrasion, and such pavements will necessarily continue to be the standard pavements of the residence portions of the city. The pavements of suburban residence streets do not as a rule receive sufficient wear to warrant the installation of any of the so-called permanent forms of pavement. The principal source of deterioration is the action of the elements rather than wear from traffic.

The macadam surface, especially where laid with a bituminous binder, answers all essential purposes of a permanent pavement at a much less cost. It has the advantage of being nearly noiseless; it furnishes a good footing for horses, and it is easily removed and replaced. Its disadvantages are that unless constructed with a bituminous binder it becomes muddy when wet, and unless oiled or frequently wet it becomes dusty. It disintegrates from changes in temperature and from rains and blows away on becoming dry.

#### ASPHALT.

The modern asphalt pavement probably comes as near the ideal pavement for all conditions of street traffic as any pavement at present available. It has a smooth surface, is comparatively noiseless, is easily

cleaned and consequently sanitary, and during the greater part of the year furnishes an excellent foothold for horses. When composed of the best materials it will probably last from eight to ten years under conditions of heavy traffic without extensive repairs.

Its disadvantages are that it is slippery in the winter season, and when laid by contract, as is the practice in Boston, there are difficulties in effecting immediate repairs when it becomes necessary to remove the pavement on account of excavations. The skill and care necessary to secure the best results with asphalt pavement have in past years confined the work to contractors who specialize in putting down this form of pavement.

The asphalt used in this country is obtained from a variety of sources. The principal sources are the natural deposits in the northerly portion of South America and in California. It is also extensively obtained at the present time from the distillation of certain petroleums. Asphalt is a very complex chemical compound, and asphalts from different sources, although they may be in appearance identical, have widely different properties for use as pavements. All of the asphalts are more or less soluble in water and they are also attacked to some extent by acids, oils and gases. They are particularly susceptible to disintegration from illuminating gas. The difficulty in maintaining the asphalt pavement on Tremont street is probably largely due to the escape of illuminating gas which, especially during the wet season, rapidly disintegrates the pavement near the pipe joints.

Asphalt has been used in Boston to the greatest extent in the Back Bay district. In this district the streets are filled over marsh areas and are continually settling, with consequent breakage of water pipes, gas pipes and other underground structures. The constant digging up of asphalt pavement and relaying renders it rough and destroys the pavement long before the end of its natural life. Even when the best materials are secured, the greatest skill has to be exercised in the

preparation of asphalt for pavement. Natural asphalt has to be mixed with certain proportions of petroleum to render it more flexible, and with certain portions of powdered limestone to give it the requisite hardness. It then has to be cooked, and if heated to too great an extent its wearing properties are destroyed; if heated too little it becomes too soft and forms an irregular surface.

In order to secure the best qualities of asphalt pavements it has been the custom to have the contractor furnish a guaranty to maintain the pavement in good condition for a period of years. Up to 1910 this guaranty period was ten years. At that time a concerted effort was made by contractors and by bonding companies to have the guaranty period reduced to five years. The principal arguments submitted for this reduction were that the ten-year guaranty period imposed an unnecessary expense on the contractor, for which he was obliged to charge the city an additional price; that the contracting firms frequently were dissolved before the expiration of ten years, leaving no responsible party to attend to the work of repairs; and that a pavement which was in good condition at the end of five years would in all probability last for ten. As a consequence of these arguments the guaranty period in Boston, as well as in many other cities of the country, was reduced to a uniform standard of five years. Some of the asphalt pavements laid in Boston since that time indicate that the reduction in the length of the guaranty was a mistake, as they have required extensive repairs within five years.

The asphalt pavements now being laid in Boston are exclusively of the type known as bitulithic.

#### WOOD BLOCK.

The use of modern wood block pavements was commenced in the city in 1900, the area on the westerly side of Tremont street, between Park street and West street, being the first piece laid, and the area on Boylston street,



from Charles street to Carver street, being laid a little later. The material was blocks of long leaved yellow pine, 4 inches wide on the face and 4 inches deep. This material was saturated under heat and pressure with a mixture of preservative creosote oil and rosin, to the amount of about twenty pounds per cubic foot of wood. The pavements were high priced but had more of the qualities of a perfect pavement than any other pavement so far used, with the possible exception of asphalt. The experiments were so satisfactory that large areas have since been laid and are still being laid. Unfortunately, however, none of the more recent pavements have been as satisfactory as the first samples. The sample on Tremont street, now about fifteen years old, is probably the best wood pavement in Boston and from present indications it will outwear much of the wood pavement now being laid. Recent experience shows that it is doubtful if the wood blocks now being laid will last five years with the demands of traffic in the downtown section of the city, as the quality of the materials used has deteriorated from the original standard very greatly. In some cases the short leaved yellow pine, an inferior wood, has been substituted for the long leaved variety. Smaller blocks are laid, 3 inches on the face being the standard dimension instead of 4, and the standard depth is now  $3\frac{1}{2}$  inches instead of 4 inches. On some streets, notably portions of Washington street and Park square, gumwood, a species of eucalyptus, was experimented with, but it is not probable that this experiment will be repeated, as the pavements have already required extensive repairs.

The advantage of wood block over asphalt was principally on account of its supposed better wearing qualities and easy removal and repair. The price is very much higher. Otherwise the qualities as a pavement are about the same. In view of the recent experience with wood block, it is doubtful if it has advantages that warrant the increased cost over asphalt or bitulithic pavement when properly laid.

### BRICK BLOCK.

Following the experience of neighboring cities with brick block, considerable area of this pavement has been laid, principally in the Roxbury district of the city, where the pavement has been subjected to heavy traffic. All of the areas laid have not been entirely satisfactory and portions of pavement laid in 1910 already require considerable repair. In other streets, however, the pavement seems to be giving fairly good service. The brick block pavement has practically all the good qualities of wood block and asphalt, except that it is not so nearly noiseless. In addition it furnishes a better foothold for horses. Recent experience has shown that the material of the pavements laid in Boston is not as good as might have been secured. The pavements were laid under specifications allowing the use of blocks of various manufacturers in competition, and it is clear the best block was not secured. This is due to the increased freight rates upon the better blocks, which necessitated the contractors paying a higher price and prevented successful competition with the lower priced block.

In view of the unsatisfactory experiences of the city with wood block recently laid, as compared with the earlier laid pavements of the same material, I am of the opinion that the city should experiment further with brick block pavements, using the material particularly on those streets devoted to the various branches of the automobile business, for which brick pavements are particularly adapted.

### PRESENT CONDITIONS OF CITY STREETS.

Exact statements regarding conditions existing on city streets are difficult to formulate, on account of the lack of definite standards. Street conditions are judged by variable standards, depending on the opinion of the individual observer, and such opinions change as street conditions improve.

It is unlikely that uniformly satisfactory conditions can ever be obtained. This is particularly true as regards granite paved streets. Surface conditions that were regarded as satisfactory a few years ago have since the advent of the rapidly moving automobile become a source of violent criticism.

The following opinions are based upon an examination of practically all the public ways of Boston made in October, 1913, and upon a more recent examination made during the present summer. The recommendations and the estimates submitted do not contemplate conditions in the city streets that will obviate criticism. They do, however, contemplate a condition of street surface as good as can be secured with the particular type of pavement now installed in the streets, and in cases where the pavements are hopelessly worn out or obsolete the estimates contemplate restoration with modern types of pavements.

As regards granite block, for example, it is manifestly impossible that the total area, now amounting to 101 miles, or 2,323,673 square yards, can be replaced immediately with better pavements or even relaid. It is not unreasonable, however, to expect that portions of the above area be relaid upon a foundation according to modern methods as fast as conditions warrant.

No account has been taken of streets laid out under provisions of ch. 393, Acts of 1906, but not constructed; streets that should be restored to good condition by contractors for sewers or other underground structures; streets that will be repaired at the expense of the Transit Commission; streets which have existing guaranties for their maintenance by the contractors who laid the pavements, or streets under control of the City Park Department.

For convenience of comparison and in order that some idea may be obtained of the comparative efficiency of the various maintenance forces, the following discussion considers various subdivisions of the city included within the arbitrary lines established by the

Paving Service as boundaries for the districts, rather than according to the boundaries of the original towns now forming Boston territory.

#### SOUTH BOSTON AND DORCHESTER NORTH.

##### *Paving District No. 1.*

The greater portion of the pavements of South Boston are macadam and are in excellent condition. Very little work is required. The few paved streets are also in fairly good condition with the exception of Dorchester avenue, which is in its usual bad condition, and Broadway. It would be useless to do anything upon Dorchester avenue at the present time, as the street will in the near future be repaired by the Transit Commission. The pavements of Broadway, both asphalt and granite, require extensive repairs and the car tracks of this street, which are paved with granite blocks, should be repaved as soon as possible. Dorchester street also requires extensive repairs. In the Dorchester end of the district the streets conspicuously in need of improvement are the thoroughfares, Dorchester avenue, between Columbia road and Savin Hill avenue, and Columbia road, between Massachusetts avenue and Dudley street.

#### EAST BOSTON.

##### *Paving District No. 2.*

The business areas of this district have granite block pavements which are for the greater part of the old type of small blocks with concrete foundations. These streets, with the exception of Lexington street, are in fair condition, and could be put in as good condition as the existing materials will allow at small expense.

Lexington street, one of the main thoroughfares of the district, is in very bad condition, perhaps the worst example of granite block pavement now in the city. The street should be immediately repaved.

The macadam areas, which comprise the greater part of the district, show decided indications of deterioration

from the excellent condition found in 1913. The general condition is not yet bad, however, and the streets can be restored if taken immediately at small expense by surface applications of bituminous materials and fine gravel. Princeton street and several streets in Jeffries Point section should be resurfaced in the near future. The track areas occupied by the street railways are in very bad condition in all streets except for a short section of Meridian street, which has been recently repaved. A conspicuous improvement has been made by the resurfacing of Saratoga street.

#### CHARLESTOWN.

##### *Paving District No. 3.*

The mileage of streets in Charlestown is comparatively small. The macadam streets are in general lightly traveled. Their deterioration takes place more from the washing out of the surface by the rains on the steep grades than from the wear of traffic. The macadam pavements are in general in good condition and very little work is required. The pavement of Rutherford avenue and Main street, Bunker Hill street and Medford street requires some repairs, as well as Chelsea street. Chelsea street, however, is one of those streets in which improvements are contemplated under the provisions of the proposed loan for suburban streets (ch. 661 of the Acts of 1912), and until such money is available it will probably be inadvisable to do any great amount of work. With the exception of Chelsea street the street most in need of improvement is Main street which, as its name indicates, is the main thoroughfare for light traffic of teams between Boston and Somerville.

The street is comparatively narrow and has an elevated car track through its entire length. The present pavement is of the old style granite blocks laid without any foundation. The street at the present time is perhaps in as good condition as the material of the pave-

ment and the conditions allow. On account of the concentration of traffic upon the narrow passageway between the posts of the elevated railway and the curbstone it is impossible to keep this portion of the street in good condition for long periods. It would be useless to attempt to maintain any of the noiseless forms of pavement under the conditions existing on this street, and the street, together with Sullivan square, should be repaved whenever money is available with the modern design of granite block pavement upon a concrete base. Street conditions in the district are about the same as in 1913.

#### BRIGHTON.

##### *Paving District No. 4.*

The street area of this suburb is almost entirely surfaced with macadam. With the exception of the main thoroughfares the streets are in fairly good condition at the present time. The general condition, however, shows a marked deterioration from the condition in 1913, this deterioration being principally due to the condition of the main thoroughfares. Some of the thoroughfares which are in most urgent need of immediate repairs are:

North Beacon street.  
Cambridge street.  
Franklin street.  
Western avenue.

Brighton avenue.  
Market street.  
Lake street.

North Beacon street has been in bad condition for many years and repairs have undoubtedly been prevented by the possibility that the street would be improved under some special act of the Legislature. Various special acts have been introduced for the purpose and the street was one of those included to be improved under the act for suburban streets, ch. 661 of the Acts of 1912. Nothing has resulted from any legislation up to date, and the portion of the street between Cambridge and Market streets has recently

been laid out by the Street Commissioners under the provisions of ch. 393 of the Acts of 1906. This action of the Street Commissioners will put a portion of the street affected in good repair. Immediate action should be taken to improve the remaining portion between Market street and the Charles river.

Western avenue furnishes a peculiar problem. It carries a heavy traffic and should be paved with modern type of granite block pavements in order that it may be maintained in good condition. The street is one of the extreme boundary streets of the district, and is very little used by traffic originating in the district. Its principal use is as a thoroughfare from Watertown to Cambridge. It is a street in which the general public of Boston have comparatively little interest except that they are obliged to maintain it. The portion between North Harvard street and Charles river probably furnishes the worst example of street conditions in the City of Boston, with the possible exception of Lexington street, East Boston. Deterioration in the Brighton district has been very marked since 1913, the increase of area needing resurfacing being approximately 26 per cent. This is undoubtedly the greatest percentage of deterioration of any district of the city.

#### WEST ROXBURY.

##### *Paving District No. 5.*

The streets of this section are surfaced almost exclusively with macadam. With the exception of the thoroughfares the streets are in excellent condition and very little work is required. The thoroughfares used for street car and automobile traffic are all in urgent need of repairs. The principal streets needing such repairs are:

Washington street, between Forest Hills and the Dedham line.

Centre street, from South street to the Dedham line.

South street, Childs street to Forest Hills, Norton street, Walk Hill street, Forest Hills street and sections of Baker street.

The total area of streets needing resurfacing shows a very large increase over 1913, due almost entirely to the deterioration of main thoroughfares above scheduled.

#### DORCHESTER.

##### *Paving District No. 6.*

The macadam streets of this district are generally in good repair, and the principal need of improvement is on the paved streets, particularly:

Dorchester avenue, between Columbia road and Peabody square.

Portions of Neponset avenue and Freeport street.

The conditions are generally about the same as in 1913, except that a marked improvement has been made on account of the paving of Washington street with wood block pavements.

#### ROXBURY SOUTH AND JAMAICA PLAIN.

##### *Paving District No. 7.*

This district has in general a heavier traffic on its streets than the other suburban districts, and consequently has a larger area of streets with permanent pavements. The general condition of the district is about the same as in 1913 and may be considered as fairly good. The residential streets, as in other suburban districts, are generally in good state of repair. The thoroughfares are in poor repair, particularly Warren street, Blue Hill avenue and Washington street. These streets are for the greater part paved with old style granite blocks without concrete foundation, and it is practically impossible to keep them in satisfactory condition. They should be repaved as soon as possible, as follows:

Warren street, for practically its entire length.

Long stretches of Blue Hill avenue.

Washington street, repaved from Dudley street to Egleston square, and repaired extensively between Egleston square and Green street.



## SOUTH END AND ROXBURY NORTH.

*Paving District No. 8.*

The main thoroughfares of this district, which run in a general north and south direction, and the main cross-town streets are paved with either granite blocks or asphalt. The crosstown streets are for the greater part paved with macadam. The thoroughfares of the district are still to a large extent residence streets. They have only such grades as are necessary for drainage and they are therefore particularly fitted for the installation of asphalt or other forms of smooth pavements. The granite paved streets for the greater part still have the old form of granite blocks without any foundation. The pavements are uneven and exceedingly noisy and although large areas have been relaid in recent years there is great need of repaving. Large areas of granite blocks on the streets carrying heavy teaming traffic, especially on Albany street and Harrison avenue, should be repaved with modern granite block pavements. Shawmut avenue and Tremont street at present carry a much smaller teaming traffic than formerly, and the pavements of these streets should be replaced with asphalt or some other form of smooth pavement. As is well known, the thoroughfares of Columbus avenue, Huntington avenue and Beacon street are already paved with asphalt. Warren avenue is paved with wood blocks. The macadam streets of the district are in poor condition and require extensive resurfacing.

The Roxbury end of this district is decidedly the worst portion of the City of Boston as regards pavements. An area of the district bounded roughly by Cabot and Tremont streets, Northampton street, Hampden street and Dudley street is beyond question the most neglected district of Boston. The condition of the streets, which was conspicuously bad in 1913, has been somewhat improved about the easterly end of the district by street surfacing in the neighborhood of

Orchard park. The westerly end of the district around Madison square is still in such a condition as to warrant attention not only for the paving authorities but for the Board of Health of the city in behalf of public health. The streets in this section are not in general heavily traveled and if once put in repair would be made so for a long term of years. The only noticeable work done during the past three years is the repaving of Hammond street with wood blocks. In my opinion the need of immediate improvement for this district is more urgent than for any other part of the city.

#### ASHMONT.

##### *Paving District No. 9.*

The condition of this district is markedly inferior to the adjoining District No. 6, probably on account of the large number of thoroughfares which have macadam surfacing. The principal macadam streets which should be resurfaced are:

Norfolk street, from Blue Hill avenue to the railroad bridge.

Blue Hill avenue, from Talbot avenue to Morton street.

Washington street, from Codman square to Morton street.

Morton street, from Norfolk street to River street.

Talbot avenue, from Codman square to Peabody square.

River street, for practically its entire length.

Granite avenue and Carruth street, from Ashmont street to Codman street.

#### NORTH AND WEST ENDS AND BACK BAY.

##### *Paving District No. 10.*

This district contains the greater part of the so-called permanent pavements of the city, although there are small areas of macadam in the North End, on the northerly slope of Beacon Hill and larger areas on the cross streets of the Back Bay district.

A large part of the older type of granite block pavement has been replaced with large granite blocks laid upon concrete base with pitch and pebble joints. This pavement is for the greater part in as good condition

as can reasonably be expected from the type of pavement. Since the examination made in 1913 there has been a marked deterioration in the condition of streets in the district, particularly as regards the streets paved with granite block without a concrete base. This disintegration seems to be due to natural wear and tear of the streets as well as the work of contractors laying various kinds of underground structures.

Some of the streets urgently in need of repaving are:

Cambridge street.

Sudbury street.

Haymarket square.

Summer street, between Dewey square and Fort Point channel.

India street.

India square.

Batterymarch street.

Arch street.

Lincoln street.

Merchants row.

Endicott street.

The greater part of the defective areas on other streets can be placed in a suitable condition by relaying the present pavements.

Several of the macadam streets in the Back Bay district, particularly Gloucester, Fairfield, Exeter and Hereford streets, need extensive repairs. The increase of traffic in this district has been such that ordinary macadam is no longer suitable as a paving material, and these streets should be repaved with some type of smooth permanent pavements. Recent improvements of great convenience to the traffic in the Back Bay district have been made by resurfacing Marlborough street with bitulithic and on account of the repaving of Boylston street by the Transit Commission.

#### HYDE PARK.

##### *Paving District No. 11.*

This district has a very small area of permanent pavements, and the pavements seem to be in excellent condition,

very little work being required. The principal need of this district seems to be for the construction of sidewalks.

The following table may be considered as approximately representing street conditions on August 1, 1915:

TABLE SHOWING STREET AREAS NEEDING REPAIRS IN PUBLIC WORKS DEPARTMENT  
PAVING SERVICE DISTRICTS, AUGUST 1, 1915.

DISTRICT.	GRANITE.		Macadam, Resurface.	Asphalt, Resurface.	Brick, Repave.	Totals, Square Yards.
	Relay.	Repave.				
1. South Boston and Dorchester North..	5,770	17,600	15,950	.....	.....	39,320
2. East Boston.....	2,200	10,620	19,470	.....	.....	32,290
3. Charlestown.....	1,100	.....	2,220	.....	.....	3,320
4. Brighton.....	.....	.....	164,750	.....	.....	164,750
5. West Roxbury.....	.....	.....	232,930	.....	.....	232,930
6. Dorchester.....	.....	20,900	53,350	.....	.....	74,250
7. Roxbury South and Jamaica Plain....	2,200	24,440	68,130	.....	250	95,020
8. South End and Roxbury North.....	43,060	83,600	143,930	2,420	.....	273,010
9. Ashmont.....	.....	.....	132,220	.....	220	132,440
10. North and West Ends and Back Bay,	29,840	42,520	19,000	2,090	.....	94,250
11. Hyde Park.....	.....	.....	11,000	.....	.....	11,000
Totals.....	84,170	199,680	863,750	4,510	470	1,152,580

Percentage of total street areas in need of repair, 10.47.

Following is an approximate estimate of the amount that would have to be expended immediately to put the streets in good condition from their condition on August 1, 1915:

ESTIMATE OF COST OF STREET WORK TO BE DONE  
AUGUST 1, 1915.

Granite:

Relay 84,170 square yards at \$0.75 . . . \$63,127 50

Repave 199,680 square yards at \$4.75 . . . 948,480 00

Macadam:

Resurface 863,750 square yards at \$1.10 . . . 950,125 00

Asphalt:

Resurface 4,510 square yards at \$1.50 . . . 6,765 00

Brick:

Relay 480 square yards at \$1.75 . . . 882 50

Total estimated cost . . . \$1,969,380 00

Since the above figures were prepared considerable areas have been repaved, but making due allowance for such repairs and for all work which it will be possible to accomplish from the available appropriation during the balance of the working season, it is clear that a much greater area of defective streets will remain at the end of the present season than for several preceding years.

The survey made in 1913 showed that there had been a gradual continuous improvement in the average conditions of the city streets since 1908. This improvement has not continued since 1913; in fact, there has been a decided deterioration which has been almost entirely in the main thoroughfares. The residence streets, except possibly in the Brighton district, are generally about the same as they were in 1913. Notwithstanding the fact that large areas of macadam have been replaced in the main thoroughfares by permanent pavement during the past two years, the number of such improved streets is too small to affect greatly the general average.

The reasons for the deterioration of the city's streets, as compared with their condition in 1913, may be ascribed to the following causes, among others:

Decreased appropriations.

Increased amount necessary to be expended for old age pensions.

Decreased efficiency of day labor force.

Street railway companies.

*Decreased Appropriations.*— As regards this item there has been no material increase during the past ten years in the appropriations for street maintenance. During that time the length of streets to be maintained has increased from 503 miles to 590 miles. The expenditures for maintenance of the Paving Service for the year 1913-14 was \$1,392,468.22. The appropriation for the present fiscal year was \$1,136,368. This amount, together with the revenue of the department, will give a

total of approximately \$1,155,000 for expenditure during the present year, or approximately \$237,000 less than for the year 1913-14.

*Increased Amount Necessary to be Expended for Old Age Pensions.*—The expenditure for pensions for the fiscal year 1913-14 was \$26,424.52. The expenditure for the present fiscal year will be approximately \$44,000. These amounts, which will increase from year to year, are a nonproductive expenditure as regards street conditions. The increase from year to year, however, is not an important consideration compared with the total annual appropriation.

*Decreased Efficiency of Day Labor Force as Shown by Maintenance of Macadam Streets.*—Figures showing the cost of maintenance of macadam streets prepared by the Public Works Department show that a slightly greater percentage of macadam streets was resurfaced in 1913 and 1914 than in 1911 and 1912, the percentage of total macadam area resurfaced being 5.55 per cent., against 4.25 per cent. for the preceding period of 1911 and 1912. The cost, however, has been much greater for the last two years than for the previous two years in 1911 and 1912. The cost per mile for resurfacing macadam in 1912 was \$8,828.07, and the cost per square yard 72 cents. In 1913 the price increased to \$14,741.36 per mile and \$1 per square yard. In 1914 the price per mile increased to \$15,847.19 and to \$1.10 per square yard. A small percentage of this increase, not more than 6 per cent., may be due to increase in wages for the labor force of 25 cents a day, which became effective May 30, 1913, and another small percentage to the use of a greater quantity of bituminous binder in the last two years than was used in the previous year. These two items, however, will probably not amount to an increase of more than 15 cents per square yard between 1912 and 1914. The greater part of the increase must therefore be laid to inefficiency of the labor force and to poor supervision.

This increase in the cost of resurfacing macadam

streets resulted for 1914 in the expenditure of 39.8 per cent. of the total appropriation for such work, against an expenditure of 28.2 per cent. in 1912. This increase shows that approximately 12 per cent. of the total appropriation which in 1912 was devoted to paved streets and thoroughfares was devoted in 1914 to the repair of macadam streets in order to keep them in approximately the same condition.

*Street Railway Companies.*—The agency which more than any other has been the cause of the deterioration in our suburban thoroughfares, and which prevents their being maintained in a condition suitable for traffic, is the existence of the tracks of the street railway companies.

The duties of the Boston Elevated Railway Company, which controls the greater portion of the tracks in Boston streets, as regards the maintenance of the surface of the streets in which their tracks are laid seems to me a matter of doubt. If any responsibility exists it is probably such as descended to the present company through the West End Street Railway Company from the component companies of which the West End was formed. The general act concerning the street railway corporations, ch. 381 of the Acts of 1871, sec. 21, provides that

Every corporation, its lessees or assigns shall keep in repair such portions of any paved streets, roads and bridges as are occupied by its tracks; and when such tracks occupy streets or roads that are not paved, it shall in addition to the portion occupied by its tracks, keep in repair eighteen inches on each side thereof, to the satisfaction of the superintendent of streets.

The act authorizing the consolidation of the West End Street Railway Company and certain other street railway companies, ch. 413 of the Acts of 1887, sec. 1, provides:

Shall be subject to all the duties, restrictions and liabilities to which they, or either or any of them, shall then be subject,

and to all general laws then or thereafter in force relating to street railway companies, except as provided in this act.

The so-called Rapid Transit Act, ch. 500 of the Acts of 1897, sec. 10, provides:

That said corporation shall be annually assessed and shall pay taxes now or hereafter imposed by general law in the same manner as though it were a street railway company, and shall in addition, as compensation for the privileges herein granted and for the use and occupation of the public streets, squares, and places, by the lines of elevated and surface railroad owned, leased and operated by it, pay to the Commonwealth, on or before the last day of November in each year, during said period of twenty-five years, an annual sum.

Sec. 21 also provides:

Except as otherwise expressly provided in said chapter five hundred and forty-eight and by this act, said corporation shall have all the powers and privileges and be subject to all the duties, liabilities and restrictions set forth in general laws now or hereafter in force relating to street railway companies, so far as the same may be applicable.

Soon after the passage of this act the question of whether street railways should make payment for the use of the track to municipalities was brought to the attention of the Legislature by the Governor of the Commonwealth. This communication resulted in the passage of ch. 878 of the Acts of 1898, which provides for certain new taxes to go to municipalities in which tracks are located. The act also provides that the sums received by the municipalities for taxes should be applied toward the costs, repair and maintenance of the public ways and removal of the snow therefrom. It also provides that

Street railway companies shall not be required to keep any portion of the surface material of streets, roads and bridges in



repair, but they shall remain subject to all legal obligations imposed in original grants of locations.

The Boston Elevated Railway Company was especially excluded from the provisions of this act by the following provisions of sec. 1:

“Street railway companies” and “companies” shall mean all corporations, persons, partnerships or associations, constructing, maintaining or operating street railways, but shall not include said Boston Elevated Railway Company or companies whose railways are at the present time leased or operated by said company.

Later acts provide that the company shall be subject to the provisions for various taxes which shall be applied to the maintenance of streets and the removal of snow therefrom in the towns in which tracks are located, but seem to give no additional information regarding the maintenance of the street surface. It seems to me, therefore, that the duties of the company as regards maintenance of streets is substantially the same as provided in the Acts of 1871. This act relates only to repairs and does not place on the company any responsibility as to the original pavement of the street.

Whatever may be its legal obligations the Boston Elevated Railway up to recent date has been comparatively liberal as regards the maintenance of streets, not only maintaining in repair areas occupied by its tracks but whenever the city authorities desired to repave a street with different material from that which formerly existed, the Elevated authorities cooperated with the city and repaved the space between their rails with the same material that the city adopted for paving the remainder of the street. Where streets were paved with wood blocks or brick block the company used the same material in repaving their tracks. Some exceptions were made where streets were paved with granite block. In some such cases the company refused to repave their

rails with new material, and as a consequence the space occupied by the Elevated was repaved with old blocks while the space outside the tracks was paved by the city with new material. In macadam streets the company paved its entire location to a width of about 18 feet with granite blocks and for the greater part of the mileage of the Elevated these blocks are of the old style, random sizes and very badly worn.

This specific work does not seem to be required by law, but is done from necessity as the only practicable way to comply with the provision of the law requiring the company to maintain in repair areas occupied by its tracks.

During the past three years the Elevated Company has been less liberal in its expenditures than in former years and has in many cases refused to repave its tracks with new material where the material of the street surface has been changed.

The result is that in many of the streets occupied by the Elevated the condition of its tracks is such as to be practically impassable to automobile traffic and for light teams, and the traffic is all concentrated on the narrow strips on each side of the railroad tracks, and the increased wear very rapidly deteriorates that portion of the pavement. The tracks of the Elevated are frequently dug up for repairs, and the condition of the pavements after restoration is usually not as good as previous to the work.

There are within the corporate limits of Boston approximately  $283\frac{1}{2}$  miles of single track street railways controlled by the Boston Elevated Railway Company. This amount includes turn-out switches, side tracks, tracks in yards, car houses, etc. Making an allowance for the above mentioned tracks, there appear to be approximately 188 miles of single track on regularly traveled streets, or the equivalent of 94 miles of double tracks. This mileage is divided among the different districts of the city approximately as follows:

	Linear Feet.
City proper and South End . . . . .	112,000
Charlestown . . . . .	18,000
East Boston . . . . .	30,000
South Boston . . . . .	29,000
Roxbury . . . . .	118,000
West Roxbury . . . . .	83,000
Dorchester . . . . .	115,000
Brighton . . . . .	62,000
Hyde Park . . . . .	32,000
Total . . . . .	<u>499,000</u>

In the city proper and in those districts where the streets are paved with other pavements than macadam, the paving of the tracks of the Boston Elevated Railway Company is in general kept in approximately the same condition as the pavements in the remaining portion of the street. There are a few conspicuous streets where the condition of the pavement between the tracks is very much worse than the adjoining pavement. There are also a considerable number of streets which are paved with the old form of granite block pavement, in which both the pavement of the street surface controlled by the city and the portion controlled by the Elevated Company is in urgent need of repair. In the districts where the tracks are laid in macadam paved streets it is the practice of the company to pave an area of the street approximately 15 feet in width in which its tracks are placed with granite block pavement laid directly upon the soil, or upon the ties which furnish the foundation for its tracks. The blocks used are almost exclusively old style blocks and in many cases are very badly worn. The pavement in the portions of the location between the ties invariably settles to a considerable extent, while the adjoining blocks are held up by the foundation of wooden ties. The result is that the entire railway location soon becomes in such a condition as to be

practically impassable by pleasure teams. An examination of the tracks of the railway company shows that approximately 36.1 miles of double track, or approximately 38.4 per cent. of the total length of the railroad company's tracks, are in such a condition that the pavements are not used by vehicles whenever it is possible to use the sides of the streets. As a consequence practically all of the traffic is deflected to the side of the street, with consequent increased wear. It is clearly impossible to keep the macadam portions of the street in repair under these conditions, and the only remedy seems to be in the repaving of the area between the tracks in such a manner that it can be used by vehicles.

The total area of tracks needing such repaving is approximately 305,000 square yards. If this pavement were replaced with the modern granite or wood block pavement laid upon a foundation of concrete, the cost to the railway company would be in the neighborhood of \$925,000, an amount clearly greater than it would be advisable to oblige the company to expend at one time.

Neither should the city be allowed to bear such a large expense.

The remedy seems to be some arrangement whereby the railway company would discontinue the laying of inferior pavement and the requirement that whenever they repave any portion of their tracks or lay new tracks they shall repave the location with a modern form of pavement that will be in harmony with the pavement of the adjoining street area.

In considering the responsibility of the street railway companies for the maintenance of streets in which their tracks are laid, it is of interest to examine the figures showing the contributions which street railways make to the city under the statutes authorizing their taxation. For the year 1914-15 it appears that the street railway companies of Boston paid to the city in special taxes, exclusive of the tax on their real estate and other

such property, a total of \$378,623.54. This sum appears to be distributed as follows:

Excise tax, ch. 578, Acts of 1898 . . . . .	\$6,598 25
Special compensation tax, Boston Elevated Railway, Acts of 1897, ch. 500 . . . . .	90,604 70
Franchise tax, Acts of 1909, ch. 490, part 3 . . . . .	281,420 59
Total . . . . .	<u>\$378,623 54</u>

This latter amount was less than the amount collected for several previous years, the falling off being due to the low market price of the shares of the Boston Elevated Railway Company.

Of the above total it appears from an examination of the statutes that the amount of the excise tax collected under the statute of 1898 and the franchise tax collected under the statute of 1909, a total of \$288,018.84, must be specifically applied to the repairs and maintenance of the streets and to the removal of snow from the same.

The amount received annually from taxes as above scheduled, if applied to the repair and reconstruction of pavements of those streets in which street railway tracks have been laid, would probably be much more than sufficient to keep the entire surface of such streets permanently in a state of perfect repair.

In my opinion it would be economical for the city to repave the entire street areas, including the areas occupied by tracks, in such a manner that such areas can be used for teaming traffic in common with the remaining street surface, instead of depending on the street railway companies to pave the track areas in such a manner and with such materials as they see fit.

#### CONCLUSIONS.

As a result of the foregoing the following conclusions are reached:

1. That the general condition of the city's streets has suffered a decided deterioration during the past two years.

2. That it is probably impracticable to secure increased efficiency from the present working force sufficient to accomplish necessary repairs, and that additional appropriations for increased contract work are necessary.

3. That an amount of approximately \$2,000,000 will be necessary in addition to the amount of the uniform yearly appropriation to place the pavements of the city in such condition as the citizens have the right to expect. In addition to this amount some means must be taken to repave large portions of the location of the Boston Elevated Railway Company. The cost of this work will be approximately \$1,000,000, making the total amount necessary \$3,000,000.

4. That on account of the changing conditions in various parts of the city caused by residence districts being changed to business streets, considerable areas of macadam streets should be paved with permanent pavement.

Respectfully submitted,

GUY C. EMERSON,  
*Consulting Engineer.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
THE HIGH PRESSURE WATER SERVICE  
INSTALLATION.

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Boston, October 15, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,—The Finance Commission hereby calls Your Honor's attention to the manner in which the high pressure water service installation has been made.

The investigation of the commission not only discloses a condition of waste, of mismanagement and of want of foresight in proceeding with the execution of the work, but also the necessity of providing immediately a permanent location for the high pressure pumping station before further work of installing the high pressure system is undertaken.

In order that you may be apprised of the history of the work and the inefficient manner which has characterized its execution, the following facts regarding the undertaking are herewith submitted.

I. NEED FOR A HIGH PRESSURE SERVICE.

The desirability of a high pressure fire system for the City of Boston has been urged for many years by the fire insurance underwriters, in order to provide an additional fire service and to reduce the risk from conflagration. Such a service consists of a separate system of pipes under the city's streets, connected with hydrants on the streets and with the engines of a pumping station. No pumping from fire engines will be required; the engines at the station will do this work, and, roughly speaking, will throw three times as much water on a

fire as is possible with the present fire engine equipment. This demand for an additional means of fire protection, particularly for the business sections of the city on account of the immense aggregation of values in the buildings and their contents, became acute after the Chelsea fire. It was then recognized that the power to fight successfully a fire of such magnitude depended upon the ability of the Fire Department to furnish instantly an abundant supply of water at high pressure and in large streams. Boston had been a pioneer in the Eastern cities in establishing, in 1899, a high pressure fire service of a mile of 12-inch underground pipes, with hydrants. This original system starts at Central Wharf and runs through Central and Exchange streets to Post Office square, Congress street, and thence to Fort Point channel, and connections have been made with the new system now being installed. Connections are also provided at Central Wharf, through which the fire-boats can pump salt water directly into the pipe lines. On account of the supposed undue damage to merchandise from salt water, this supply has been held in reserve for use only when a fire in the district could not be otherwise controlled. This installation was only a beginning and served a limited territory.

Although the construction of buildings in the business district had been changing rapidly to fireproof construction, and although the height of buildings in Boston was less than that of buildings in other cities, it was argued by those interested in fire protection that a system in addition to the fire boat pumping system should be installed. It was in the midst of this discussion that the great fire in the Albany street lumber yards took place in August, 1910, which made the need for additional protection seem imperative. Consequently at the legislative session in 1911 a bill was introduced and passed (ch. 312, Acts of 1911) which authorized the city to construct such a system at an expenditure of \$1,000,000. While the amount involved was large, it was pointed out by the insurance agents and



by the fire underwriters that eventually the saving to the taxpayers would be much greater than this cost, inasmuch as the insurance rates in the business district would be lessened between 15 and 25 per cent. and there would be an increase in the taxable values in the district, due to the erection of larger buildings.

In order to insure the continuous carrying out of the undertaking, the act provided that the money should be borrowed within six years from the acceptance of the act, June, 1911, the appropriation for any year not to be less than \$150,000. Not only did the act seem to guard the financial interest of the city, but it also provided that there should be competition for the contract for constructing the pumping station, and that not more than 15 per cent. of the indebtedness incurred in any year should be expended and applied for day labor.

The Finance Commission at that time considered the project and reported favorably on the passage of the act, for reasons among others that the act secured publicity of contract and limited the amount of money to be spent for day labor.

## II. THE PLAN OF INSTALLATION.

Upon the acceptance of this act by the City Council and by the Mayor, the Commissioner of Public Works, Louis K. Rourke, took up, on the recommendation of the Finance Commission, the study of two plans that had been urged. These plans were called the Jackson plan and the Wells plan. The former plan had been mapped out by City Engineer William Jackson and the latter by former Fire Commissioner Benjamin F. Wells. After a study of these plans the Jackson plan, with slight modifications, was adopted.

The pumping station was planned to be located at a point near the Cambridge Bridge, West End, with water intake from the Charles River Basin. From the station the mains were to pass through Charles, Beacon, Arlington, Boylston, Church, Providence, Eliot, Washington, Beach streets, Atlantic avenue, Commerce, Commercial,

Richmond, North, Union, Hanover, Portland, Pitts, Green, Chambers, Allen, Charles streets, back to the pumping station, and all the streets within these lines, covering a length of about twelve miles.

After the Commissioner of Public Works had decided upon a definite plan, an arrangement was made with Mr. Clarence Goldsmith, an expert in fire prevention, to take special charge of this work. Mr. Will J. Sando was also engaged specially to design and supervise the machinery for the pumping station.

### III. CONTRACTS AND SPECIFICATIONS.

In accordance with instructions from the Commissioner of Public Works, Mr. Goldsmith prepared the contracts and specifications for the furnishing of the pipes, hydrants, valves, pumps and castings. The contracts for valves, pumps, hydrants and castings were advertised and were awarded to the lowest responsible bidders prior to February, 1914. The contract for pipes was awarded in June, 1914.

The contract for furnishing and installing the electric pumps was awarded by the Commissioner of Public Works to the Westinghouse Electric Company for the sum of \$179,300, on January 30, 1914, the plans being made in the expectation that the pumping station would be placed under Charles street.

Shortly after the beginning of Your Honor's term Mr. Goldsmith was discharged (March 7, 1914) and his position of assistant engineer was abolished, although later (July, 1914) he was re-engaged.

The contract for the laying of the water pipes was made with the firm of Long, Little & Russo on June 2, 1914.

The former Commissioner of Public Works, Mr. Rourke, has stated to the commission that he had some hesitation about awarding the contract to Long, Little & Russo because they had not had enough experience in laying water pipes in the congested district of the city, but after some investigation decided to award the

contract to them. He later discovered that the contractors had never done work of the sort before. The contract was accordingly drawn up and approved by Your Honor, as already stated, on June 2, 1914. Meanwhile the location for a pumping station under Charles street had been abandoned and a new one at the Charlesbank adopted, but the contract for laying the pipes was made with reference to the latter location.

#### IV. THE WORK OF INSTALLING THE PIPES.

The work was started under this contract on Mt. Vernon street for a distance of about 500 feet, but the location of the pumping station on the Charlesbank being in turn abandoned, the work was halted and the layout of the distribution system was changed so as to adapt it to a new location for a pumping station on Fort Point channel. This change caused the withdrawal from the contractors of about two miles of pipe in the South and West Ends of the city and the substitution of an equal number of miles in the North End district.

No new contract was made and no new bids were called for in consequence of this change, but an arrangement was entered into whereby the two miles of substitute work were to be treated as extra work and were to be paid for on the basis of cost plus 15 per cent. on labor and 6 per cent. on material.

The City of Boston also paid to the contractors the sum of \$9,000 as liquidated damages for this substitution and change of plan. The contractors originally demanded \$15,000, but the Commissioner of Public Works considered \$9,000 the proper measure of compensation. Mr. Rourke (in arriving at this amount of \$9,000) stated to the commission that "the basis upon which I figured was the basis of their claim for damages and I didn't figure their profits."

It was agreed between the Commissioner of Public Works and the contractors that a certain schedule of wages should be paid to the men employed by them. This agreement, however, was not reduced to writing.

As stated by Mr. Rourke, this arrangement was entered into August 11, 1914, after consultation with Your Honor and the Corporation Counsel. Mr. Rourke did not consult the officials in charge of the work, either in regard to the percentage contract or in regard to the bonus of \$9,000. The Commissioner of Public Works admitted that he entered into this arrangement in spite of the fact that he was aware that the new arrangement would be much more expensive to the City of Boston than the old one.

The City of Boston should have advertised for bids to lay two miles of pipe under the change of plan and thus obtained the lowest possible price.

The making of the new agreement by the officials of the City of Boston deserves the severest condemnation, because it was known to them that such contracts have almost invariably resulted in great abuses, such as waste, padding of pay rolls and unnecessarily large overhead charges, all of which have been shown to exist in such contracts made in the past by the City of Boston.

The recommendation of the former Finance Commission, after an investigation of a series of these contracts, that "No percentage contracts should be entered into by any department of the city government, except in cases presenting features of peculiar difficulty, and then only after a statement in writing has been made by the City Engineer giving in detail his reasons for advising this course," is emphasized by the history of this case. (See Finance Commission Reports, Vol. I., p. 105.)

The testimony before the Finance Commission shows that there were no peculiar features in this work which necessitated the recourse to the percentage agreement. On the other hand, the warning sounded by the Finance Commission in 1907 is confirmed by the fact that most of the anticipated abuses followed.

As pointed out above, the contractors had agreed orally to pay the men certain wages, but the evidence submitted to the Finance Commission shows that this

agreement was not carried out. The City of Boston, however, was charged the full amount of the wages agreed upon. For example, there is testimony tending to show that the city paid for the percentage agreement upon a cost for labor greater than that paid to the laborers by the representative of the contractors. Thus many of the laborers have testified that they were promised \$2 a day and received less pay, in most cases examined by the commission \$1.75, and upon making complaints were discharged. In other cases laborers testified that they were forced to pay back a portion of their wages in amounts ranging from \$1.50 to \$3.50 a week. In these cases the City of Boston paid to the contractors the full rate of wages promised plus 15 per cent. Furthermore, a foreman at \$7 a day, whose services were not necessary, besides other employees, such as watchmen, were engaged. The city has not only been obliged to pay for this unnecessary labor but also to pay a profit on it of 15 per cent.

When the representative of the contractor was asked by the commission as to the statements of laborers employed by him, he said the fact was that at certain periods of the job, for example, the Pearl street job, a dispute had arisen between his inspectors and the inspectors of the city over the time allowed to the men and that as a consequence he had withheld certain payments which, however, had later been made up to the men. He denied that he had ever received or requested a payment back from his laborers after they had been once paid their money.

The city inspectors were questioned concerning the alleged difficulty about the time of the men on the Pearl street job, and they all denied that they ever had any difficulty in regard to this matter.

The commission, upon the evidence submitted, believes that the testimony of the laborers whom it has examined is true and that the representative of the contractors did not adhere to the schedule of wages provided in the oral agreement with the city, but charged the City of

Boston a schedule of wages greater than was actually paid, and that the contractors have also been receiving 15 per cent. upon a basis of cost that is in some cases not warranted.

#### V. THE VARIOUS LOCATIONS FOR THE PUMPING STATION.

While the history of the contract with Long, Little & Russo presents features of incompetency, inefficiency and waste, the circumstances surrounding the selection of the sites for the location of the pumping station present even greater features of incompetency, negligence and irresponsibility. From the time when the station was first placed, as originally outlined by Mr. Jackson, at the Cambridge Bridge and Charles street there has been a series of movements of the location of the site of the pumping station from place to place. All of these sites have been selected without adequate investigation.

It is now four years since the inception of the plan of the high pressure water service, and to-day the City of Boston is not much nearer its benefits than it was at the beginning. Instead of an almost complete system ready for use either in separate units or as a whole, the City of Boston, with an expenditure of \$553,816.83, has several miles of pipe in its streets, connected with no high pressure pumping station, but only with the fire engine boats at Atlantic avenue and at Central Wharf. Not only has the complete use of the system been delayed by this failure to settle upon a definite site for the pumping station, but the city faces claims for heavy damages by at least one contractor for failure to carry out the terms of its contract. For example, the Westinghouse Electric Company, with its contract for \$179,300 for electric pumps for the pumping station which was to be finished by August 1, 1915, will doubtless claim from the City of Boston substantial damages for its failure to carry out its agreement.

Various locations for the pumping station have been considered in succession, as shown by the following schedule:

*First.*— The Charles River Basin, on the southwesterly side of Cambridge Bridge.

*Second.*— Boston Common, near the Soldiers' Monument.

*Third.*— Boston Common, near Charles street.

*Fourth.*— Public Garden, near Charles street.

*Fifth.*— Underground station in Charles street, between the Common and the Public Garden.

*Sixth.*— The Charlesbank Playground, westerly of the Cambridge Bridge.

*Seventh.*— Fort Point channel.

At least four other locations have been selected, one near the boat club on the Charles River Embankment and the others at places on or near Fort Point channel.

The reasons for the abandonment of the various locations selected do not appear specially clear or consistent; in some cases different reasons have been given which do not agree with one another. Some locations have been abandoned on account of objections, although the succeeding location possessed the same objections in a greater degree.

It has been stated to representatives of the Finance Commission at different times that the reasons for abandoning the Charles River Basin location were primarily on account of the character of the water in the basin; that the fire insurance people objected to the use of salt water for fire extinguishing purposes, on the ground that a great deal more damage was done to perishable articles than if fresh water were used and as a consequence the salvage would be less. It was also stated that the effect on the pipes of the salt in the water was feared. Later it was stated that one of the principal reasons was on account of the exposure of such a station to a sweeping fire from the east, and because there was not enough room in the lot of land

formerly owned by the city upon which it was contemplated to place the station. Furthermore, the refusal of the Metropolitan Park Commission to allow a station to be placed on property under their control was also given as a reason.

An analysis of the water in the basin made by a chemist employed by the Finance Commission indicates an amount of chlorine equivalent to a mixture of 10 per cent. of sea water with the fresh water from the Charles river, and the amount is probably less at the present time. It is not probable that this slight amount of saline matter in the water would have any appreciable destructive effect upon the pipes. It is also true that a comparatively small pipe connected with the city water system would furnish all of the water necessary for the greater number of fires in the district. Whenever a fire approaching the dimensions of a conflagration takes place, a supply of water can be pumped directly from the basin. Such occasions would occur infrequently. In such cases, if necessary, the salt water could be drawn out of the pipes after the fire was extinguished and the pipes refilled with fresh water at a small expense.

As regards a conflagration interfering with the operation of the station, the neighboring buildings are either fireproof structures or small structures which will be replaced in time by fireproof structures. The best evidence obtainable seems to be that the fire danger is exceedingly small.

In discussing this matter Your Honor's attention is called to the wording of sec. 3 of the act:

The said city is hereby authorized to take such quantities of water as may be necessary for the proper carrying out of the purposes of this act from the Charles River Basin. It shall also be authorized to purchase or to erect such pumps and stations as may be necessary to carry out the purposes of this act. . . .

This wording makes it certain that the Legislature contemplated that the city would erect its station at or



near the Charles River Basin, and gave to the city a valuable water right in the basin. The preliminary plans exhibited at the committee hearings on the subject show a station located on the Charles River Basin, on the southwesterly side of the Cambridge Bridge. This fact, together with the provision in the act which allows water to be taken from the Charles River Basin, is evidence that the Legislature anticipated that pumping stations would be placed near the Charles River Basin.

The various sites on Boston Common were abandoned on account of public agitation and the objections of various societies interested in the preservation of the Common for pleasure purposes.

The Public Garden site seems to have been abandoned because the present statutes prohibit the erection of such a building thereon.

The underground station site in Charles street was opposed on the ground that in the event of a cloudburst, or unusual rainfall, there might be danger from floods, because it would be difficult to maintain the delicate electrical apparatus in the underground station, and because the station blocked up the whole of Charles street, thereby rendering necessary a large expense on account of changes of sewer and water pipes and similar structures.

The objections to the Charles street site were pointed out to the city officials by representatives of the Finance Commission more than three years ago, but the recommendations of the Finance Commission were rejected at that time as being unwarranted. Nevertheless, the Charles street location was abandoned for the very reasons pointed out by the Finance Commission, but not until the contract for furnishing and installing the pumps had been made in accordance with plans for a pumping station in Charles street. In addition, the sum of \$3,198.45 has been paid to the architect for plans for a pumping station under Charles street, the larger part of which will constitute an entire loss to the city unless the city reverts to the Charles street location.

The location considered on the Charlesbank Playground was abandoned because the ground had been taken for park purposes and could not be devoted to other purposes without additional legislation. It was not abandoned, however, until the contract for laying the water pipes had been made.

The sites on Fort Point channel were abandoned on account of the objections of the United States engineers.

The latest proposed location for the high pressure pumping station, which is now under consideration by the Board of Port Directors, not having reached the United States authorities, provides for the occupation of an area at the angle formed by the sea wall along Dorchester avenue and the Summer Street Bridge, on the southerly side of the bridge, extending 50 feet into Fort Point channel and 200 feet from Summer street southerly, along Dorchester avenue. This location is in part directly over the Dorchester Tunnel and the placing of foundations might require the remodeling of the tunnel section now being built. The contingencies, both financial and engineering, are such as to render the scheme inadvisable. The whole area may have to be surrounded by an expensive cofferdam in order to place the foundation more than 10 feet below low water mark. The work may delay the opening of the tunnel and thereby involve loss of rent, may involve a change in the present contract for building the tunnel and may, on account of the provision in the act for public competitive contract for the building, involve the Dorchester Tunnel contractor and the building contractor in endless disputes. Legal questions regarding the division of expenses between the Water Service and the Transit Commission, and similar considerations which cannot be accurately estimated and which may mount into hundreds of thousands of dollars, may arise. It is estimated that any delay in the operation of the Dorchester Tunnel would cost the City of Boston approximately \$30,000 a month.

## VI. COST OF THE WORK.

The investigation of the Finance Commission shows that the percentage agreement with Long, Little & Russo was improvident, inasmuch as it has cost more than twice the sum which it would have cost at the price which the contractors bid under public competition, or in the ratio of 3.43 to 7.30. Thus the city has paid Long, Little & Russo for work on the two miles of pipe under the regular contract the sum of \$48,952.16, while for the two miles of pipe under the percentage agreement and other extra work it has paid a sum of \$92,288.26, an increase of \$43,336.10, or nearly 100 per cent.

When a comparison of the execution of this high pressure installation is made with that of cities which undertook a similar work approximately at the same time as Boston, the contrast is striking. Thus, for example, in Baltimore the work of installing a high pressure system was begun on September 16, 1909, and although the length of the installation there was about eleven miles, it was completed by April 23, 1912, and cost only \$935,777.41. Similarly, the cities of Toronto, with an installation of eight and one-half miles at a cost of \$780,000, and Winnipeg, with a protected area of 1,130 acres and costing \$444,457, were in complete operation within the periods of four years and two years, respectively, from the time of beginning the work.

Boston has been working on its system since June, 1911, and at the present time, with an expenditure of over half a million dollars, only a small part of the installation is completed and none of it is capable of use as a high pressure system. In the opinion of the engineer in charge of the design it will take at least two and one-half years more to install the pumping station alone. The engines of this station, however, are not yet under construction, nor is the site selected. In other words, it will take Boston more than twice as long to install a system as it did Baltimore.

Judging from the present estimate of cost, the amount

to be paid by the City of Boston for this system will far exceed the available appropriation of \$1,000,000 set for it. At the present time it can be safely stated that more than \$100,000 has been actually wasted by improvident contracts, want of ordinary foresight and the lack of prudence in the execution of the work by the officials of the City of Boston.

While the plan of Mr. Jackson was excellently conceived, the history of the work has been one of inefficiency in both planning and execution. It is time, before further contracts are made, that the City of Boston determine upon a definite policy to be pursued under the guidance of the responsible engineers without undue interference.

In consideration of the facts presented in the foregoing pages the Finance Commission recommends:

1. That no further work of construction, except such as is necessary to complete work now in progress, be done on the high pressure water system until all details of the work be definitely determined.

2. That a scientific study to determine the best location for a pumping station be immediately undertaken; this study to include all the essential elements relating to the matter, such as efficiency of operation, cost of construction, cost of maintenance, character and permanencé of water supply, protection from fire or storm and adaptability to future needs of the city.

3. That, after the above study has been completed, an available location be selected and obtained. If necessary, the Legislature of 1916 be petitioned to pass such additional or perfecting legislation as may be necessary to secure the occupancy of the site selected.

4. That no cost plus a percentage of profit contract and no noncompetitive contract of any kind in excess of \$1,000 be given out.

5. That no additional consideration of any kind be given the present contractor for completing the unfinished portions of his contract.

6. That all repaving of streets for which the contractor is not responsible be done by contract after public competition.

7. That the conditions regarding the actual payment of wages for the work of laying the high pressure water pipes and the prices subsequently charged to the city, as shown by testimony before the Finance Commission, be referred to the District Attorney of Suffolk County.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman*

COMMUNICATION TO THE SCHOOL COMMITTEE  
*in relation to*  
SALE OF UNUSED SCHOOL REALTY.

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Boston, October 20, 1915.

*To the Honorable the School Committee:*

In connection with the study of the School Department which the Finance Commission has undertaken it calls the attention of the School Committee to the necessity of disposing of certain parcels of real estate under the control of the School Department which are at present largely unproductive and which will probably not be used for school purposes.

In the original report on this subject made by the commission on June 6, 1914, the commission submitted a list of unused school lands and advised a study of them for the purpose of disposal. The superintendent of schools at first reported against the sale of these parcels, but later, after a careful study of each parcel, revised his opinion. The commission corresponded with the superintendent of schools in regard to this matter and has now received from him a report on the expediency of the disposal of some of these parcels. These latter parcels, therefore, seem to the commission still capable of further consideration by the School Committee.

The commission accordingly recommends that the School Committee reopen the matter of the disposal of them. For the convenience of the committee the commission has charted them, giving the comments of the superintendent of schools and the remarks of the commission on each individual parcel.

The commission urges the School Committee to give special attention to each of these cases before the budget

for the year 1916-17 is prepared, so that the City of Boston may receive the benefit from the sale or disposal of this unused realty.

**Locus.**— Land on Frankfort, Porter and Lubec streets, East Boston; 44,887 square feet; assessed value, \$11,200.

*Comment of Superintendent of Schools.*— There is serious question whether the land on Frankfort and Lubec streets is in the right situation to accommodate the district, but until a new site is selected it seems unwise to dispose of the land. This should be determined prior to the next budget.

*Comment of Finance Commission.*— The land is situated in the midst of a factory district and will undoubtedly never be used for a school building. It should be sold.

**Locus.**— Land on Chauncey place, Charlestown; 7,410 square feet; assessed value, \$3,700.

*Comment of Superintendent of Schools.*— At present there is no pre-vocational school for older boys in Charlestown because there is no suitable building. This site is somewhat on the edge of the region to be benefited, but it could serve the Warren, Prescott and Frothingham Districts, and if no more central situation appears this site could be used. The need of a pre-vocational school is recognized by the committee and a temporary arrangement is to be requested at the next meeting. It would seem to me, therefore, that this site should be held until a permanent arrangement is made.

*Comment of Finance Commission.*— The building which was formerly on this site was used as a schoolhouse but was abandoned and the structure razed. The land is diagonally across from a gasometer and the situation is undesirable for a school building. It should be sold.

**Locus.**— Land and building, Baldwin School, Chardon court, West End; 6,139 square feet; assessed value, \$36,000.

*Comment of Superintendent of Schools.*— The house is now occupied and when the children are moved to the new schoolhouse in the Wells District the house will probably be needed for pre-vocational work for the boys of the West End.

*Comment of Finance Commission.*— The new school in the West End is nearly completed and the pupils of the Baldwin School will be assigned quarters in the new building. In a

report made by the former superintendent of schools (Stratton D. Brooks) in 1913 it was stated that the Baldwin School was absolutely unfit for elementary school purposes, that the lighting arrangements were exceedingly poor and the situation highly undesirable; that the school could only be approached from a private roadway past a livery stable; that it was surrounded by a livery stable, the Wayfarers' Lodge, a theater and blank walls; that the sunlight enters only one room an hour a day over the tops of the buildings; and that the stairways are of wood and poorly lighted. Inasmuch as this property adjoins the Wayfarers' Lodge and woodyard of the Overseeing of the Poor Department, it seems to the commission advisable to consult with the Mayor of Boston, in order to consider the question of transferring this building to the overseers for the purpose of extending the quarters of the Wayfarers' Lodge. If the conditions as stated in the report of the then superintendent of schools in 1913 are correct, it seems unwise to use the building further for school accommodations.

**Locus.**— Dwelling houses, Nos. 9 and 25 Warrenton street; 3,365 square feet; assessed value, \$19,000.

*Comment of Superintendent of Schools.*— The lot at No. 9 is the nearer one to Washington street. The lot at No. 25 adjoins the Brimmer School on Common street. With the abandonment of the Brimmer School by the classes of the Industrial School for Boys, the question of the disposition of the property will come up. The lot at No. 9 might be disposed of separately.

*Comment of Finance Commission.*— These parcels were part of the site for the High School of Commerce and when sold will be credited to the appropriation for that school. The commission believes that the structure at No. 9 should be immediately sold and that the School Committee should at once determine whether the Brimmer School will be abandoned upon the completion of the Boys' Industrial School. Inasmuch as it should be completed within a few months, the Finance Commission is of the opinion that the School Committee should establish definitely the question of sale. If the Brimmer School is not to be used the house at No. 25 should be sold.

**Locus.**— Way Street Primary School, South End; 2,508 square feet; assessed value, \$13,400.

*Comment of Superintendent of Schools.*— My memorandum of



this was to sell it, but on October 5, 1914, the School Committee voted to allow it to be used by the Overseers of the Poor as a Wayfarers' Lodge. The building is still being used for this purpose.

*Comment of Finance Commission.*—The building was given up by the Overseeing of the Poor Department on May 16, 1915. It was later used for storage for school furniture, but at the present time one room is used for a disciplinary class. On account of its proximity to the railroad on Way street, the property, if possible, should be definitely abandoned and disposed of.

*Locus.*—Land, Washington and Stimson streets, West Roxbury; 13,180 square feet; assessed value, \$800.

*Comment of Superintendent of Schools.*—Across the street from the present Germantown School, but expensive to grade as there is nearly a 20-foot drop from Stimson street to the rear. The land should probably be disposed of when real estate is in demand.

*Comment of Finance Commission.*—Vacant land around wooden school building which is of no great value but would be useful if the school were enlarged. It should be determined whether or not it will be needed for future growth, and if not should be sold.

*Locus.*—Land, Redfern street and Brainerd road, Brighton; 26,000 square feet; assessed value, \$6,500.

*Comment of Superintendent of Schools.*—At this time this region is developing and twenty children are being sent to the Brookline schools. The land has not been owned by the School Committee very long. It was intended for a small building for children. Personally I am not in favor of small buildings, but it may be the future policy of the School Committee to use them. If so, this would be a suitable site for one.

*Comment of Finance Commission.*—The commission believes that the School Committee should determine whether it is going to use this land in the future, and if not the land should be sold.

*Locus.*—Academy Hill road lot, Brighton; 54,448 square feet; assessed value, \$5,400.

*Comment of Superintendent of Schools.*—Very likely this property should be sold, if a clear title can be given. It has been reported to me from what seems to be a reliable source that

there was a provision in the will or the deed of the property reserving it exclusively for educational purposes. A cursory examination of the records, however, fails to reveal any such limitation. The property came into the possession of the City of Boston when the town of Brighton was annexed in 1874. If it is found upon a full examination that the city can give a clear title to the land it would be desirable to sell it.

*Comment of Finance Commission.*—The representative of the commission consulted with Mr. Day of the Law Department and found that there were no restrictions on the property prohibiting its use for other than educational purposes. Mr. Day stated that the City of Boston could give a clear title to the property free from restrictions, except a parcel of 1,500 square feet, where the erection of slaughter houses is prohibited. The land should be sold.

*Locus.*—Land, Washington street and Corey road, Brighton; 29,900 square feet; assessed value, \$9,000.

*Comment of Superintendent of Schools.*—About thirty-two children are sent from this district to the Brookline schools. If they are excluded from Brookline they would have to be provided for.

*Comment of Finance Commission.*—This is an old ledge lot, now used for storing old pungs, cobblestones and rubbish. It should be sold at once.

*Locus.*—Union street, Brighton; 67,280 square feet; assessed value, \$10,000.

*Comment of Superintendent of Schools.*—Part of a large open tract of land that is developing very slowly but in a few years should be quite valuable. At present adjacent lots are being offered at a very low figure with no buyers. An unsuccessful attempt to sell much of the land upon an installment basis was made not long ago. It seems unwise to press it upon the market at present.

*Comment of Finance Commission.*—This is an old school-house lot, now vacant land, which runs from the corner of Union street to Chestnut Hill avenue. The commission believes that real estate men should be consulted regarding the possibility of a sale and if a favorable opinion is received the land should be sold.

**Locus.**— Butler School, Hyde Park, River street; 3,900 square feet; assessed value, \$600.

*Comment of Superintendent of Schools.*— A one-room building, built in 1804; was used a few years ago as a manual training room. It is rather low ground, however, and my opinion is the land should be sold, although the value of the property is so small and the chance of a sale seems so slight it does not appear of great consequence whether it is sold or retained. A school will eventually be needed in this region and apparently adjacent land may be bought.

*Comment of Finance Commission.*— The Finance Commission believes the parcel should be sold.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE CITY COUNCIL  
*in relation to*  
STREET CONSTRUCTION IN BOSTON.

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Boston, October 27, 1915.

*To the Honorable the City Council:*

GENTLEMEN,— The Finance Commission has received from your honorable body the following order:

*Ordered,* That the Finance Commission be hereby requested to make a thorough investigation and report as to the merits of the "Bitulithic" construction laid in Columbia road, and also as to the relative merits of the so-called "Topeka" specifications and any other satisfactory form of competing street construction, and also recommend, for the use of the city, street contract specifications in accordance with its conclusions.

The commission, as requested in the above order, reports as follows:

The following are the various forms of bituminous pavements laid in Boston during recent years:

1. Standard asphalt.
2. Bituminous macadam.
3. Bituminous concrete.

STANDARD ASPHALT.

Standard asphalt was the type of bituminous pavement exclusively laid in Boston up to the year 1902.

This pavement is a two-layer pavement, that is, laid in two operations; the first operation consists of placing either on the top of a foundation of concrete, or of old granite blocks, or of old, water-bound macadam, a comparatively coarse layer of stone coated with a bituminous cement. This layer is usually about one

and one-half inches in thickness and is called the binder course. The second operation consists of laying on top of this binder course another layer known as the wearing surface, which is ordinarily from one and one-half to two inches in thickness and consists of fine particles of sand and stone mixed with from 9 to 11 per cent. of bituminous cement.

#### BITUMINOUS MACADAM.

The pavement now known as bituminous macadam has been extensively laid in Boston. As commonly constructed it consists of a layer of coarse crushed stone, thoroughly rolled into place with a steam roller and coated with a layer of hot bituminous material, either asphalt or coal tar. Over this layer is spread a second layer of finer stone which is rolled so as to fill in the interstices of the coarser stone below. This layer is in general covered with a second coat of asphalt and the whole covered with a third layer of fine stone to absorb the surplus asphalt on the surface.

The above is the type of street surface which is at present almost universally used for macadam streets in Boston.

#### BITUMINOUS CONCRETE.

The pavement now known as bituminous concrete consists of a mixture of stone and asphaltic cement, and differs from the bituminous macadam described above in that the ingredients are mixed together before being placed on the street and compacted by rolling in one layer while still hot.

This material is usually laid, like standard asphalt, on a foundation of concrete or old macadam, although it is sometimes laid on the natural soil of the street after the surface has been compacted by tamping and rolling. Pavements of this type are laid under many different names, such names being given to identify the particular proportioning of the materials in the mixture used by individual contractors or on account of the city where the particular mixture was first used.

One type of bituminous concrete pavement is bitulithic, which has been extensively used in Boston during recent years.

In 1902 a new type of pavement was laid in several streets in Boston. The report of the Street Department for 1902, Appendix C, page 45, gives a good description of the form of construction and the advantages claimed for this type of pavement, as follows:

A new form of pavement has been introduced during the year known as Warren's bituminous macadam. It consists of a foundation of crushed stone about four inches in depth, rolled in the same manner as ordinary macadam; over this is spread layers of bituminous cement for the purpose of holding the foundation and uniting it with the wearing surface. The wearing surface consists of about two inches of stone, which vary in size from one inch to a fine powder, carefully proportioned in order to give as great a compactness as possible and the least number of voids, heated and thoroughly mixed with bituminous cement, and rolled by a heavy steam road roller.

The advantages claimed for this pavement are that it is suitable for all grades, as it affords an excellent foothold for horses, is noiseless and free from mud and dust, and is not affected by the moisture in the atmosphere.

In 1903 the pavement previously known as bituminous macadam appears to have been called "Bitulithic." The report of the Street Department for 1903, Appendix C, page 41, describes in general the design and methods of laying it as follows:

This is a patent pavement composed of crushed stone and bituminous cement. It is laid six (6) inches deep, four inches of which is composed of No. 1 crushed stone well rolled and treated with two layers of bituminous cement. The other two (2) inches, or wearing surface, is composed of crushed stone varying in size from two (2) inches to a fine dust, and heated and mixed with bituminous cement and rolled with a steam roller. This pavement was laid by the Warren Brothers Company under a ten (10) year maintenance guaranty.

From the above extract bitulithic appears to be substantially the same as the pavement called bituminous macadam laid in the previous season. Bitulithic is a patented pavement controlled by Warren Brothers Company of Boston.

The Finance Commission has heard of no criticism of the wearing qualities of bitulithic when properly laid, and believes it to be an excellent material. It has been criticised, however, on account of its higher cost as compared with other pavements which are claimed to have equal merit.

Another common type of bituminous concrete pavement which has been extensively used in many of the larger cities of the country, but not in Boston, is the so-called Topeka mixture, the name being taken from Topeka, Kansas, where the mixture was first used. There seems to be no reason why this type of pavement should not furnish a wearing surface when properly laid as good as standard asphalt or bitulithic. The Topeka mixture is not patented.

The borough of Bronx, New York, has laid during the last four years on its highways an area covering 463,234 square yards of this Topeka mixture. The engineer in charge of the department reports that a recent examination of pavements of this mixture laid from three to four years ago indicates that they are at this time in a very satisfactory condition.

The Department of Parks of New York laid during 1914 and 1915, 100,454 square yards of Topeka mixture and the engineer in charge states that inspection shows that the wearing surface will stand all traffic conditions to which it is subjected. These pavements are laid on a concrete base and carry a five-year maintenance guaranty.

A large area of this Topeka mixture has recently been laid upon old macadam as a foundation by the Central Construction Company of Boston on Mystic avenue in the city of Somerville, under a five-year maintenance

guaranty. Similar pavements of this mixture laid by the Highway Department of the State of Massachusetts show, up to the present time, good wearing qualities.

The Finance Commission has made a careful examination of many of the bituminous pavements in Boston and neighboring cities and further examinations have been made by its representatives. It has examined with especial care streets selected for it by representatives of the Warren Brothers Company, which were surfaced with bitulithic or with other bituminous mixtures.

From the results of such examinations and the opinions of disinterested authorities the Finance Commission believes that the wearing qualities of bituminous pavements, whether they be standard asphalt, Topeka mixture or bitulithic, depend in a much less degree upon the sizes of the stone used than upon other considerations such as the character of the foundation, the quality of the stone and the bituminous cement used in the mixture, the heating during preparation, the conditions under which the pavement is laid, the skill of the working force doing the work and the character of the traffic passing over it.

Comparisons between the various kinds of pavement laid about the same period prove that the above conditions are responsible for the superiority of one type of pavement over another, rather than any inherent features of composition.

The extent of repairs necessary on bituminous pavements during the guaranty period is difficult to determine, as such repairs are usually made by the contractor under a general street occupancy permit and no records are made at City Hall. A few streets are herewith submitted, however, to illustrate the foregoing considerations.

Several streets in South Boston, Athens street among others, paved with asphalt, have been in continuous use since 1892, a period of twenty-three years, while



asphalt placed on Tremont street during the early part of the present season withstood traffic less than one week.

Portions of the asphalt pavement on Beacon street, between Charles and Brimmer streets, have been in use with few repairs since 1901, while the adjoining portion between Brimmer street and Arlington street, placed in 1908, has been entirely renewed. Arlington street, surfaced with asphalt in 1901, is still in excellent condition and has required few repairs.

Bitulithic pavements on Clarendon street and Dorchester street, laid in 1905, were extensively repaired during the guaranteed period. Bitulithic on Huntington avenue, between Dartmouth and Exeter streets, laid in 1906, with a ten-year guaranty, although giving good service, has required considerable repairs during the past two years, while the asphalt on the easterly side of the same avenue, between Irvington street and Cumberland street, has given good service since 1896, with comparatively few repairs, considering the length of service.

The Finance Commission has been informed that Washington street, Providence, R. I., surfaced with standard asphalt two inches thick without a binder course, has withstood an exceedingly heavy traffic since 1909 with practically no repairs. Broad street, in the same city, surfaced with bitulithic, required considerable repairs the season following its installation, the trouble being probably due to overheating of the mixture in preparation.

Pine street, Providence, surfaced with standard asphalt, is in excellent condition after twenty-one years of use, and has required few repairs, except where openings have been made by public service corporations.

In Boston bitulithic has been given the preference over standard asphalt as being less slippery. In Providence it is claimed that bitulithic pavements are more slippery than asphalt pavements.

As it is difficult for the city to supervise the preparation of bituminous pavements so as to secure the best

results, and as the work is of an expert nature, the commission is of the opinion that too much stress should not be placed upon names or specified mixtures, but that the city should depend upon a guaranty, backed by a suitable bond, to secure the durability of its bituminous pavements.

Some years previous to 1909 there was a concerted effort by contractors laying such pavements and bonding companies to reduce the guaranty period to five years. In 1910 Boston consented to such a reduction and since then its guaranty period has been for the term of five years. This change has resulted in laying inferior pavements compared with some previously laid.

One of the advantages of bitulithic is that it is usually laid by experts who are able to secure the best results. Standard asphalt, unfortunately, has not been laid under such conditions at all times, and as a result some of the standard asphalt laid during recent years has not shown wearing qualities which could reasonably be expected of first-class material. Many of the contracts advertised during the present season have provided for the submission of bids for either standard asphalt or bitulithic. Several contracts, however, have specified bitulithic alone.

The Finance Commission, in a private report to the Commissioner of Public Works, dated July 7, 1911, stated:

If, however, bituminous pavement is deemed by you to be desirable . . . the commission respectfully suggests that you might receive bids for pavements of either asphalt, bitulithic or other similar bituminous mixtures, thereby securing a wider competition and making it possible for the city to obtain lower prices for a pavement as good if not better than the one proposed to be furnished by the present bidder. If bids for such pavements are solicited, specifications should be so drawn as to make possible full competition with concerns which are prepared to furnish other forms of bituminous pavements similar to bitulithic, and not to give exclusive opportunity to the

Warren Brothers Company, which controls one variety of bituminous pavement, to wit, bitulithic.

The commission believes that this recommendation continues sound. Free competition will, however, be made possible only if contracts are made for larger areas than at present. Contractors now complain that only firms with apparatus established in Boston for mixing bituminous materials can afford to bid, as other contractors cannot, for small contracts, afford to move their plants to Boston and, later, to remove them. The commission cannot state that elimination of competition is intentional, but is convinced that under present conditions successful competition is practically impossible.

The commission cannot give any definite estimate as to the exact price which the city should reasonably expect from such open competition. If actual competition is obtained there is no apparent reason why a pavement equal in all respects to the bitulithic now being made cannot be obtained at a less price than is now being paid, with a five-year guaranty.

The city of New Haven is securing a standard asphalt pavement, three inches in thickness, upon a macadam base, for 83 cents a square yard, with a five-year guaranty. This price in addition includes the work necessary to prepare the foundation, while the \$1.63 a square yard for Columbia road did not include such work. Lately contracts have been made in New Haven for 73 cents a square yard under the same conditions.

The city of Springfield, using its own municipal plant, laid during the season of 1914 approximately 16,000 square yards under Topeka specifications, at a cost of 89 cents a square yard, not including depreciation or investment charges of the plant. These charges will probably not increase the cost more than 5 cents a square yard.

The city of New York, as already stated, in its various boroughs has, under contract, laid pavements under

the Topeka specifications amounting to hundreds of thousands of square yards. The price during the past two seasons varied from 63 to 90 cents a square yard, the higher price being for surfaces of three inches in depth, as against two inches laid in Boston.

In the recent bids opened at Hartford for proposals for highway work in the town of North Haven and the city of New Haven the lowest bid was accepted. In that bid it was agreed to lay pavements under the Topeka specifications for 74 cents a square yard, with an additional cost of 3 cents a square yard for a five-year guaranty.

The proprietors of bitulithic have explained the above low prices, as compared with the prices for their mixtures, as being due to local conditions which enabled contractors to secure materials at lower cost. The commission cannot find that such considerations are important in accounting for the large difference in the prices for bitulithic as compared with the prices for the other mixtures above quoted.

As regards the request of the council that the Finance Commission submit a draft of specifications which will admit in open competition standard asphalt, bitulithic, Topeka mixture, or such a mixture as the contractor cares to submit, the commission herewith submits such a draft prepared by its consulting engineer, marked Appendix A.

The foregoing facts and opinions may be briefly summarized as follows:

Some of the contracts for bituminous concrete pavements made during the present season have been so drawn as to exclude standard asphalt or other types of bituminous concrete except bitulithic.

Even though it is believed that bitulithic is somewhat superior in wearing qualities to other forms of bituminous concrete, it is better financial policy for the city to prepare its contracts so as to permit competition with other bituminous pavements.

Contracts for standard asphalt and bituminous con-

crete pavements are let for such small areas as to prevent competition by responsible contractors.

Greater competition can be obtained by increasing the areas covered by the contracts and by so preparing the specifications as to allow the installation of standard asphalt and other bituminous pavements of equal merit as compared with bitulithic.

The comparative durability of any form of bituminous concrete pavements depends in a greater degree upon the quality of material and workmanship than upon any inherent features due to the sizes of stone used.

Bitulithic furnishes an excellent type of pavements for streets to which it is adapted, probably as good when properly prepared as any form of bituminous concrete pavement now in common use.

The price of the bitulithic pavements recently laid in Boston is higher than it should be.

Open competition, allowing the installation of other forms of bituminous concrete than bitulithic, would probably result in securing prices below \$1 a square yard for materials of equal merit.

The Finance Commission recommends:

1. That contracts for bituminous concrete pavements be let in such areas as to insure competition, not less than 20,000 square yards being included in any contract.
2. That specifications be so changed as to allow the installation of standard asphalt and any form of bituminous concrete pavement in open competition.
3. That the provisions of the specifications as regards the maintenance guaranty be made more definite as to its requirements, and that this guaranty be made the essence of the contract.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

## APPENDIX A.

The following general specifications have been compiled by selecting from standard specifications that have been tested in actual use such portions as seemed applicable to accomplish the desired object.

Only such original matter has been added as has been necessary to adapt these provisions to conditions in Boston.

It is believed that the specifications as drawn will cover all essential provisions of any class of bituminous pavement now in common use except the matter of thicknesses of the various component parts and the proportionate sizes of the mineral aggregate. Blank spaces are left to be filled in by the contractor for such provisions.

The figures representing temperatures, weights, penetration, etc., are such as seem to the writer best for Boston conditions. They may, however, be changed to suit the ideas of officials in responsible charge of the work, without affecting the essential features of the specifications.

These specifications are intended to be inserted in and to complete, as regards bituminous pavements, the standard form of contract of the Public Works Department for pavements, No. 14—1915. Paragraphs to be numbered appropriately after such combination.

No provisions have been made in these specifications for the use of compounds containing coal tar, for the reason that the writer believes that even the best of these compounds are inferior in wearing qualities to asphalts.

If the authorities of the City of Boston in responsible charge of street paving desire to use such material, the specifications for such can be easily inserted.

GENERAL SPECIFICATIONS FOR BITUMINOUS CONCRETE  
PAVEMENTS.

*Alternative Types.*—Having regard to the obligations to be assumed by the Contractor in respect to maintenance

(Section ), it is recognized that he should be allowed reasonable latitude, within the general provisions embodied in these specifications, in the selection of materials and the adoption of constructional methods. Each bidder will therefore submit with his bid a statement of the type of construction on which such proposal is based. Such statements may provide for standard asphalt, bitulithic, the so-called Topeka mixture, or other types whose use may be contemplated by the bidder.

The acceptance of a bid for any type or types will be conditional upon agreement on all essential points between these specifications and the bidders' statement referring to such type or types. The statement submitted with the accepted proposal will be made a part of the contract. •

*Other Specifications.*— For the convenience of bidders in this connection there have been placed on file in the office of the Commissioner the standard specifications of the American Society of Municipal Improvements relating to asphalt pavements, the authorized specifications of the Warren Brothers Company for bitulithic, and the essential parts of a typical form of specifications used by various cities for what is known as Topeka mixture, and which will be used in connection with these general specifications.

*Test Methods.*— There is likewise on file for use as a standard applying to the various tests to which materials are to be subjected a statement of "Methods for Testing and Sampling," issued by the American Society of Municipal Improvements.

#### MATERIALS.

*Proportions.*— The materials used in combination must be mixed in definite proportions by weight, and such materials and proportions must be satisfactory to the Commissioner.

*Inspection.*— The refining and preparation of all bituminous compounds admitted under the specifications shall be subject to such inspection at the refineries and plants as the Commissioner may direct. The weights of all materials entering into the composition of the pavement shall be separately verified in the presence of inspectors as often as may be required, and the Commissioner shall have access to all parts of the plant at all times.

*Tests.*— All tests of materials must be conducted according to the statement of methods on file in the office of the Commissioner. All penetrations at 77 degrees Fahrenheit called for in

these specifications are expressed in hundredths of a centimeter and are to be taken (except where otherwise specified) with a number two (2) needle acting for five (5) seconds without appreciable friction under a total weight of one hundred (100) grams.

*Refined Asphalts.*— The refined asphalts admitted under these specifications shall be prepared from such materials and by such methods of refining, in each case satisfactory to the Commissioner, as will yield a product complying with the requirements hereinafter given. Asphalt obtained by the refining of natural bitumens shall not be reduced in the refining process to a penetration, at 77 degrees Fahrenheit, of less than 30. All refined asphalts must comply with the following requirements:

(a.) All shipments of any one kind shall have the batch number plainly marked on each package or container, and shall be uniform in consistency and composition, and shall not vary from maximum to minimum more than fifteen (15) points in penetration at 77 degrees Fahrenheit.

(b.) Ninety-eight and one-half ( $98\frac{1}{2}$ ) per cent. of the total bitumen shall be soluble in carbon tetrachloride.

(c.) When made into an asphaltic cement by the use of such material and methods as are described in these specifications, they must yield a material complying with all the requirements herein elsewhere specified for asphaltic cements.

*Fluxes.*— These shall be the residues obtained by the distillation of asphaltic or semi-asphaltic petroleum. They shall be of such character as to combine with the asphalt to be used to form an acceptable and approved asphaltic cement complying with the requirements of these specifications. All residuums must pass the following general tests:

(a.) They shall have a penetration greater than three hundred and fifty (350) with a number two (2) needle at 77 degrees Fahrenheit under fifty (50) grams weight for one second.

(b.) They shall have a specific gravity at 77 degrees Fahrenheit between 0.92 and 1.02.

(c.) When twenty (20) grams of the flux are heated for five (5) hours at 325 degrees Fahrenheit in a tin box two and one-quarter ( $2\frac{1}{4}$ ) inches in diameter and three-quarters ( $\frac{3}{4}$ ) of an inch deep after the manner officially prescribed, the loss shall not exceed five (5) per cent. by weight and the residue left after such heating shall flow at 77 degrees Fahrenheit.

(d.) They shall not flash below 350 degrees Fahrenheit when tested in a closed oil tester.



(e.) They shall be soluble in carbon tetrachloride to the extent of not less than ninety-nine (99) per cent.

*Asphaltic Cement.*— The asphaltic cement may be prepared from (1) refined natural asphalt; (2) the residue obtained in the careful distillation of asphaltic or semi-asphaltic petroleum; (3) any uniform combination of the preceding materials together with a suitable flux if necessary, such combination being subject to the approval of the Commissioners.

*Origin.*— Each bidder must state the nature and origin of the bitumen to be used by him, and shall submit samples of the bituminous cement with his proposal.

*Requirements.*— The asphaltic cement shall comply with the following requirements:

(a.) It shall be thoroughly homogeneous.  
 (b.) It shall have a penetration of from                      to                      .  
 (Blanks to be filled in to meet the requirements of individual contracts.)

(c.) It shall not flash below 350 degrees Fahrenheit when tested in a closed oil tester.

(d.) When twenty (20) grams of the cement are heated for five (5) hours at 325 degrees Fahrenheit in a tin box two and one-quarter ( $2\frac{1}{4}$ ) inches in diameter and three-quarters ( $\frac{3}{4}$ ) of an inch deep, after the manner officially prescribed, the loss shall not exceed five (5) per cent. by weight and the penetration of the residue left after such heating must not be less than one-half the penetration at 77 degrees Fahrenheit of the original sample before heating.

(e.) Either the asphaltic cement or its pure bitumen when made into a standard briquette shall at 50 penetration (77 degrees Fahrenheit) have a ductility of not less than thirty (30) centimeters at 77 degrees Fahrenheit and two ends of the briquette being pulled apart at the uniform rate of five (5) centimeters per minute.

When the asphaltic cement as used has a penetration other than 50, an increased ductility of two (2) centimeters will be required for every five (5) points in penetration above 50 penetration, and a corresponding allowance will be made below 50 penetration.

*Stone.*— The stone entering into the composition of mineral aggregate, wherever used, shall be clean, hard, broken trap rock or other stone approved by the Commissioner, free from any weathered or soft particles.

*Sand.*— All sand shall be hard, clean grained and moderately sharp, and in all respects satisfactory to the Commissioner.

*Filler.*— If the screenings as graded are deficient in small or impalpable particles, the deficiency shall be made up by adding a suitable amount of Portland cement, ground limestone or any other mineral matter of sufficient density to produce a powder having a volume weight of at least ninety (90) pounds to the cubic foot.

*Mineral Aggregate.*— The mineral aggregate formed of the various materials above described shall be of such sizes and in such combinations of sizes as will form a graded material satisfactory in each case to the Commissioner.

*Standards.*— The composition and character of the stone, sand and filler may be varied from time to time within such limits as may be approved by the Commissioner.

#### CONSTRUCTION.

*Old Macadam.*— If the pavement is to be laid on an old macadam base the surface shall be thoroughly swept and cleaned of all fine material that may be caked upon the surface of the stone or lying loose as dust, thereby exposing the clean, coarse stone for the reception of the bituminous concrete. If after such sweeping and cleaning the old macadam does not present the desired coarse, grainy surface, or is not at proper and satisfactory grade, it shall be spiked up or picked and redressed to the desired crown and grade, the coarse stone being brought to the top by harrowing or otherwise, or new stone added where, in the opinion of the Commissioner, such stone is needed to give the necessary grainy surface or thickness of foundation. The macadam shall then be thoroughly rolled with the use of as little water as possible, so that the surface does not flush up smooth.

*Concrete Base.*— If the pavement is to be laid on a new concrete base, the design, materials and workmanship of such base shall conform to the general paving specifications of the City, sec. 6, paragraphs (a.) to (e.), inclusive, in so far as these apply. The cost of all excavation and preparation of the site for the required thickness of concrete, as shown on cross sections, is to be included in the price bid for concrete base. (Item .)

*Binder Course.*— Where a binder course is used, the materials herein specified shall be heated separately in a suitable plant

to a temperature of from 300 to 350 degrees Fahrenheit. They shall be combined and thoroughly mixed while hot by suitable machinery, such mixing being continued until the mass is a homogeneous and uniform bituminous concrete in which all particles are thoroughly coated with bituminous cement. The mixture shall not be exposed directly to the action of fire.

*Laying.*— The binder course mixture prepared in the manner above described shall be brought to the work in wagons covered with canvas or other suitable material, to prevent radiation, and upon reaching the street shall have a temperature between 250 degrees and 300 degrees Fahrenheit. The temperature of the mixture within these limits shall be regulated according to the temperature of the atmosphere and the working of the binder course material. On reaching the street the mixture shall at once be dumped on the concrete base and deposited roughly in place by means of hot shovels. It shall then be uniformly spread by means of hot iron rakes and thoroughly compacted by tamping or rolling or both.

*Thickness.*— No variation exceeding fifty (50) per cent. shall be permitted in the thickness of the binder course as provided in the contract and in no case shall a thickness of less than one (1) inch be permitted in any part of the work.

*Defects.*— It is desired to avoid any excess of asphalt cement on the surface; any part covering 1 square foot or more showing such excess shall be cut out and replaced with other material. Smaller spots may be dried by the use of stone dust and smoothers. All binder course material showing lack of bond or other defects, or which may become broken up before being covered with wearing surface, must be taken up, removed from the street and replaced by good material, properly made and laid in accordance with these specifications, at the expense of the Contractor.

*General Provisions.*— The binder course shall be followed and covered with wearing surface on the same day as laid, with the object of insuring the most thorough bond between the two courses. Care shall be taken, however, to leave a distance of at least five (5) feet between joinings on the binder course and the wearing surface, respectively. The binder course shall be kept as clean and as free from traffic as is possible under working conditions. If necessary it must be swept immediately before laying the wearing surface on it. No binder course shall be laid when in the opinion of the Commissioner the weather con-

ditions are unsuitable or unless the concrete base on which it is to be placed is dry and has set a sufficient length of time.

*Wearing Surface.*—The mineral aggregate and the bituminous cement for the wearing surface mixture shall be heated separately to a temperature of from 300 to 350 degrees Fahrenheit. The various ingredients shall be brought together and mixed for at least one minute in a suitable apparatus until the mass is a homogeneous and uniform bituminous concrete, in which all particles of the mineral aggregate are thoroughly coated with bituminous cement. The mixture shall not be exposed directly to the action of fire. Where a filler is required as elsewhere herein provided, it shall be mixed while hot with the heated sand.

*Laying.*—The wearing surface mixture prepared in the manner above described shall be brought to the work in wagons covered with canvas or other suitable material, to prevent radiation, and upon reaching the street shall have a temperature of not less than 250 degrees Fahrenheit. It shall be dumped elsewhere than on the area on which it is to be laid, and shall be deposited roughly on the concrete or macadam base or on the binder course, as the case may be, by means of hot shovels. It shall then be uniformly spread by means of hot iron rakes in such a manner as to prepare it for compression by rolling. This compression shall be attained by first smoothing the surface with a hand roller or a light steam roller, after which hydraulic cement or stone dust may be swept over it. The use of a steam roller shall then be continued until the surface is properly compacted and conforms to the established grade. The weight of rollers used shall be subject to the approval of the Commissioner.

*Thickness.*—When laid on a binder course the finished wearing surface shall have a minimum thickness of two (2) inches; except that for standard asphalt construction the minimum thickness may be one and one-half ( $1\frac{1}{2}$ ) inches. Not more than ten (10) per cent. variation from these minimum thicknesses will be permitted at any one spot. Where no binder course is used the standard of thickness for the wearing surface subject to the same variation percentage may be either two (2) or two and one-half ( $2\frac{1}{2}$ ) inches, at the discretion of the Contractor, and no greater thickness than the last named will be permitted.

*Defects.*—Such portions of the completed pavement as are defective in composition, compression or finish, or which do

not comply in all respects with the requirements of these specifications, shall be taken up, removed from the street and replaced with good material, properly made and laid in accordance with these specifications, at the expense of the Contractor.

*Coating Surfaces.*—Immediately before placing the wearing surface mixture, all contact surfaces of curbs, manholes, etc., must be well painted with hot asphalt cement. Whenever so ordered by the Commissioner a strip of twelve (12) inches of the wearing surface next the curb shall be coated with hot bituminous cement, which shall be ironed into the pavement with hot smoothing irons.

*General.*—No wearing surface shall be laid when in the opinion of the Commissioner the weather conditions are unsuitable, or unless the binder course or the concrete base on which it is to be laid is dry, and in the latter case has set a sufficient length of time. Excessive use of water or the steam roller when compressing the pavement will not be permitted. The finished pavement must be adequately protected from all traffic by suitable barriers until it is in proper condition for use.

(NOTE.—Bidders submitting proposals for mixtures other than those previously referred to herein will fill out the blank spaces of the following paragraphs.)

( ) *Binder Course.*—The binder course,                    inches in thickness, will be composed of fragments of stone coated with bituminous cement, of which                    per cent. will pass a screen having                    inch circular openings, the remaining                    per cent. not exceeding in greatest dimensions the thickness above named. The aggregate will be so graded from coarse to fine as to have the following mesh composition, sieves being used in the order named:

Passing            mesh            .	from	to	per cent.
Passing            inch circular			
openings and retained			
on mesh            .            .            .	from	to	per cent.

( ) *Wearing Surface.*—The wearing surface, having a finished thickness of            inches, will be composed of bituminous cement mixed with fragments or particles of stone of sizes and proportions as indicated by the following:

Bituminous cement            .            .            .	to	per cent.
Stone passing 200-mesh screen            .	to	per cent.

Stone passing 40-mesh screen .	to	per cent.
Stone passing 10-mesh screen .	to	per cent.
Stone passing 4-mesh screen .	to	per cent.
Stone passing 2-mesh screen .	to	per cent.
Stone passing 1-mesh screen .	to	per cent.

( ) *Seal Coat and Surface Finish.*—

#### GUARANTY.

*Maintenance.*—The general principles and methods to be followed in the execution of the work are set forth in these specifications. But it is of the essence of the contract that the Contractor shall, at his own expense, maintain the completed pavement for a period of five (5) years after the date of its completion, as certified by the Commissioner, in proper condition, as determined by the Commissioner, such condition being substantially indicated by the undermentioned items, (a.) to (d.) inclusive.

~~Repairs~~ *Repairs.*—As a condition preliminary to relieving the Contractor of his obligation under the preceding clause, he shall at his own expense, immediately before the expiration of the said five-year period, make such repairs as may be necessary to produce a pavement complying with the following conditions:

(a.) It shall have a contour substantially conforming to that of the pavement as first laid, free from elevations or depressions of any kind exceeding three-eighths ( $\frac{3}{8}$ ) of an inch in height or depth, as measured between any two points four (4) feet apart on a line conforming substantially to the original contour of the street.

(b.) It shall contain no disintegrated wearing surface mixture and be free from cracks or depressions indicating disintegration.

(c.) The thickness of its wearing surface shall not have been reduced in any part to less than one-half of that originally laid.

(d.) Its foundation shall be free from such cracks or defects as will cause disintegration or settling of the pavement or impair its usefulness as a roadway.

*Repair Methods.*—Except as hereinafter provided, all repairs to pavements, whether made during or at the close of the five-year period, shall be made by cutting out the defective materials down to the concrete base and replacing these by new and

freshly prepared wearing surface, or binder and wearing surface courses, as the case may be, made and laid in strict accordance with these specifications.

Defects due to the failure of the foundation shall be remedied by taking up the entire pavement, including the foundation, and relaying the whole with new and freshly prepared material in strict accordance with these specifications.

The surface heater method of making repairs may be used only in cases where these are rendered necessary by causes other than

- (a.) Failure of the concrete base.
- (b.) Failure of the binder course.
- (c.) Disintegration of the lower portion of the wearing surface course.

In using the surface heater method, all defective surfacing shall be removed before replacing it with new material. The old surfacing must in all cases be removed to a depth of not less than one-quarter ( $\frac{1}{4}$ ) of an inch, and the new surfacing when compressed must in no case be less than one-half ( $\frac{1}{2}$ ) inch in thickness. The heat shall be applied so as not to injure the pavement left in place. All burnt and loose material shall be promptly and completely removed and while the pavement left in place is still warm, replace with new and freshly prepared material made and laid in strict accordance with these specifications.

In all cases the surface of the finished repair shall be at the grade of the adjoining pavement and in accordance with the contour of the street.

COMMUNICATION TO THE CITY COUNCIL  
*in relation to*  
 APPROPRIATION FOR HOSPITAL  
 DEPARTMENT.

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BOSTON, November 1, 1915.

*To the Honorable the City Council:*

GENTLEMEN,—In reply to the order of your honorable body, requesting an investigation and report on the message of the Mayor transferring the sum of \$200,000 from an itemized to a lump sum appropriation for the West Department of the City Hospital, the commission reports as follows:

This money was originally appropriated for the extension of the buildings of the South Department (contagious diseases division) of the hospital on Harrison avenue, but upon the cession of the Parental School property to the Hospital Trustees in the early part of the present year the appropriation was transferred to the West Department for the erection of a new building and the remodeling of the old buildings.

At the time when the message of the Mayor was submitted to the City Council, on June 7, 1915, the following items made up the transfer order:

School, remodeling and improving . . . . .	\$15,000
Corridors . . . . .	25,000
Curtis Building . . . . .	7,500
Superintendent's house . . . . .	6,500
Quincy Building . . . . .	8,000
Collins Building . . . . .	8,000
O'Brien Building . . . . .	3,500
Administration Building . . . . .	4,000
Phillips Building . . . . .	5,000
Boiler house and coal pocket . . . . .	4,500
West Department, new building . . . . .	113,000
	<hr/>
	<u>\$200,000</u>



As these estimates had been made for the Hospital Department, not only by the architects of the buildings, Wells & Dana, but also by two well known contracting firms in Boston, Whitcomb & Kavanaugh and W. A. & H. A. Root, the City Council passed the transfer order, specifying the amount for each building as allowed in the estimates.

Besides the \$200,000 thus transferred, the department also had an unexpended balance of \$9,679.60 for the repair of the Hart Cottage, which had been damaged by fire. Of this amount, \$4,620 will be paid for repairs to the building, leaving an unexpended balance of \$5,059 for the remodeling of the building for hospital accommodations.

The trustees accordingly advertised for bids for all the buildings except the new building, and the lowest bid for each building was as follows:

BUILDING.	Lowest Bid.	Name of Lowest Bidder.
Scarlet Fever Pavilion (old school), remodeling and improving.	\$16,800	John Bowen.
Connecting corridors.....	29,500	John Bowen.
Men's Dormitory (old Curtis Building).....	11,050	M. F. McDonald & Son.
Superintendent's house.....	10,500	John Bowen.
Measles Pavilion (old Quincy Building).....	11,689	John Bowen.
Diphtheria Pavilion (old Collins Building)...	11,689	John Bowen.
Nurses' Home (old O'Brien Building).....	12,179	M. F. McDonald & Son.
Administration Building.....	7,000	D. R. McKillop.
Domestic Building (old Phillips Building)....	14,500	John Bowen.
Boiler house and coal pocket.....	14,000	McNeil Construction Company.
Whooping Cough Pavilion (old Hart Cottage),	11,689	John Bowen.
	<u>\$150,596</u>	

Inasmuch as the appropriation (\$87,000) for the remodeling of the old buildings (excluding the \$113,000 appropriation for the new building) combined with the unexpended balance of the Hart Cottage (\$5,059) only amounted to \$92,059, and as these bids totaled \$150,596, or a difference of \$58,537, the department rejected all

the bids and readvertised on September 25, 1915, eliminating, however, the items for the Men's Dormitory and Administration Buildings, the corridors and the boiler house and coal pocket, but including the following buildings:

Scarlet Fever Pavilion (old school).  
 Domestic Building (old Phillips Building).  
 Superintendent's house.  
 Diphtheria Pavilion (old Collins Building).  
 Nurses' Home (old O'Brien Building).  
 Whooping Cough Pavilion (old Hart Cottage).

Bids were opened on October 11 and the following table shows the lowest bidder, the amount of his bid, the estimated amount for which the work should be done, as figured by the architects, by the two contracting firms mentioned above:

BUILDING.	Name of Bidder.	Bids.	Estimates.
Superintendent's house . . . . .	John Bowen . . . . .	\$11,999	\$8,500
Nurses' Home (old O'Brien Building) . .	M. F. McDonald & Son . .	9,680	3,500
Domestic Building (old Phillips Building).	John Bowen . . . . .	13,500	5,000
Diphtheria Pavilion (old Collins Building).	John Bowen . . . . .	11,500	8,000
Scarlet Fever Pavilion (old school) . . .	Murdock McKenzie . . . .	19,933	15,000
Measles Pavilion (old Quincy Building),	John Bowen . . . . .	11,589	8,000
Whooping Cough Pavilion (old Hart Cottage).	John Bowen . . . . .	12,000	*

\* No estimate made, as no money requested by City Hospital; old appropriation deemed sufficient.

Although the total of these two sets of bids is approximately the same, it will be noted that the bids on certain items, viz., the Scarlet Fever Pavilion, the superintendent's house and the Whooping Cough Pavilion, are higher on the second than on the first competition, notwithstanding the fact that the specifications for these buildings remained unchanged. In a letter of the trustees of the Hospital Department, dated October 15,

requesting the Mayor to petition "the City Council that they rescind their vote of July 16, 1915, and transfer to the West Department the \$200,000 in a lump sum; and if they deem this inexpedient, that they rescind their vote of July 16, 1915, and transfer the sum of \$152,636 for the following items:

Superintendent's house . . . . .	\$11,999
Nurses' Home (old O'Brien Building) . . . . .	9,680
Domestic Building (old Phillips Building) . . . . .	13,500
Diphtheria Pavilion (old Collins Cottage) . . . . .	11,500
Scarlet Fever Pavilion (old school) . . . . .	19,933
Measles Pavilion (old Quiney Cottage) . . . . .	11,589
Whooping Cough Pavilion (old Hart Cottage) . . . . .	6,977
Connection corridor . . . . .	29,500
Men's Dormitory (old Curtis Building) . . . . .	11,050
Administration Building . . . . .	7,000
	<hr/>
	\$132,728
Architect's commission, 5 per cent. . . . .	6,636
10 per cent. for contingencies . . . . .	13,272
	<hr/>
	<u>\$152,636</u>

The Mayor presented only the lump sum appropriation to your honorable body.

The Finance Commission believes that the policy of individual appropriations, as followed by the council in making the original appropriation of \$87,000, is the correct one. The fact that the bids received for doing the work exceeded the available appropriation may be a reason for increasing the individual appropriations, but it is not a reason for a single lump sum appropriation.

The same list of contractors, approximately, submitted bids on September 15 and October 11, the two dates upon which the bids were received. Many of the contractors are of limited experience and small financial responsibility. The consulting engineer of the Finance Commission has examined the estimates of the architects and reports that he can find no adequate reason

for the large increase in the bids over the architects' estimate, amounting in one case to nearly four times the available appropriation.

The Finance Commission recommends:

That the City Council postpone action on the request to rescind its vote of July 16, 1915, to transfer to the West Department, City Hospital, \$200,000 in a lump sum, or the alternate request to transfer the sum of \$152,636 for the various items, until a responsible and disinterested builder, engaged by the commission, examines the premises and the estimates for the work and reports on the same.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
THE STREET CONSTRUCTION ON BIRCH  
STREET.

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Boston, November 4, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,— The Finance Commission has received a communication, signed by abutters on that portion of Birch street, West Roxbury, between Penfield street and Dudley avenue, protesting that the construction work was being improperly done, as follows:

First, the edgestone is being set without the proper amount of excavation and without any foundation other than the sub-soil of the street, while the specifications call for 4 inches of clean, coarse gravel, etc.

Second, that the sidewalk is being excavated to depth of but 10 to 12 inches, while the specifications in the contract require 16 inches.

Third, where filling has been placed to a depth of 18 to 22 inches that the filling has been dumped in the full depth, while the specifications call for placement in 6-inch layers, each layer to be wet and rolled or tamped.

We further wish to protest against the use of the expensive bitulithic pavement at a cost of \$2.25 a cubic yard, instead of bituminous macadam at 65 cents a cubic yard, as stated in the contract.

The commission on receipt of this protest had the work on Birch street examined and reports as follows:

At the time of the examination of the street by its consulting engineer the curbstone had been set, the cinder foundation for the artificial stone sidewalks was in, approximately one-half of the artificial stone sidewalks was completed and the concrete base for the

bitulithic surface was in place. The engineer reported that on account of these conditions it would be impracticable to verify the statements of the abutters that the work had been improperly done. He further stated that, so far as the surface conditions showed, the work was of good quality.

The city officials in charge of the work have stated that the work was done according to specifications, with the exception of a piece of shallow fill which was thoroughly rolled by the passing and repassing of the carts employed in the work. It is this shallow fill which the abutters claimed called for placement in 6-inch layers, each layer to be wet and rolled or tamped.

As regards the protest of the abutters against the use on Birch street of bitulithic pavement at \$2.25 a "cubic" yard, instead of bituminous macadam at 65 cents a "cubic" yard, the Finance Commission is of the opinion that they have good cause for complaint.

The contract for the work provides, among other items, for about 1,935 square yards of bitulithic pavement at two dollars and twenty-five cents (\$2.25) for each square yard, and for about 560 square yards of bituminous macadam at sixty-five (65) cents a square yard. The statement of "cubic" yard in the protest of the abutters is evidently a typographical error.

The portion of Birch street in question probably has as small a traffic passing through it as any street in the City of Boston, and there is no indication that it will ever be extensively used as a public highway. Birch street is practically level, except for a short distance of about 100 feet near Penfield street and another distance of about 300 feet near Dudley avenue, so that there will be no excess wear on account of erosion during rain storms.

Bituminous macadam, as suggested by the abutters, would last for many years under the conditions existing on Birch street, and there was no necessity to use expensive bitulithic pavement at a cost of \$2.25 a square yard.

The extra cost of constructing Birch street, using

bitulithic pavement to the extent indicated in the contract, will be approximately \$3,096 more than if bituminous macadam had been used as the pavement. If the Street Commissioners follow their usual practice and assess only one-half of the cost, there will be an excess assessment on the abutters of approximately \$1,548 over the amount of the assessment if bituminous macadam had been used. If they assess the total cost there will be an excess assessment on the abutters of approximately \$3,096.

In view of the urgent need of permanent pavements on many of the principal highways of the city, the Finance Commission believes the placing of such pavement on unimportant streets, such as Birch street, to be an unwarranted expense. It also believes that such action is unfair to abutting property owners, on account of the unnecessary expense placed on them without commensurate benefits.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATIONS TO THE MAYOR AND CITY COUNCIL  
*in relation to*  
THE WARD 19 PLAYGROUND.

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Boston, November 10, 1915.

*To the Honorable the Mayor and City Council:*

GENTLEMEN,— On November 8, 1915, the Street Commissioners held a hearing on the request of the Park and Recreation Department for the taking of certain land as additions to the Ward 19 Playground. The Finance Commission hereby protests against the acquisition of that part of the proposed taking which abuts on Tremont street for the following reasons:

The original appropriation for the Ward 19 Playground was made in July, 1907, eight and one-half years ago, the amount appropriated being \$60,000. Four years later, *i. e.*, 1911, the appropriation was increased to \$100,000. Two playgrounds were to be provided, according to the desires of the Park Department, one a large playground on Parker and Halleck streets, the other a small playground for mothers and children between Tremont and Smith streets and near the Mission Church. Although requested to make these takings, the Street Commissioners on orders from the then Mayor refused to do so.

Former Mayor Fitzgerald in his second term of office opposed this plan and favored spending all the money for a single playground on land adjoining the Mission Church, between Tremont street and Smith street. The controversy between the Mayor and the Park Department continued until May 6, 1913, when the Finance Commission had a conference with a representative speaking for the various interests favoring the single playground. As a result of this conference a compro-



mise was agreed upon, whereby the land on Halleck and Parker streets was abandoned and a strip of land containing approximately 111,335 square feet and running midway between Tremont and Smith streets was taken. This taking included the parcel recommended by the Park Department for the mothers' and children's rest and a part of the property adjoining the Mission Church property.

The taking consisted partly of a vacant field and partly of tenement houses, the houses abutting on Tremont street and Smith street, respectively, remaining untouched in order to save expense. Thus after six years it appeared to be settled finally that the children of Ward 19 would have a playground.

Unfortunately, on account of the large jury awards, not only was the \$100,000 appropriation expended in taking this land, but in addition \$19,329.62 had to be provided by transfer. As a consequence two years more elapsed without a playground for the children of Ward 19, except unimproved land, the surface of which is a steep, gritty ledge, unfit for use.

In the summer of 1915 an agitation was started by the residents of Ward 19 for the improvement of the playground and as a result of this agitation the unimproved condition of the playground was brought to the attention of the City Council. Accordingly a loan order for \$200,000 was sent to the City Council by Your Honor, on the understanding that the money would be used for the purpose of enlarging and improving the site. The City Council was convinced that some improvement should be made, and in view of the decision of the Mayor and the Park Commissioners to use a large part of the money for completing the existing site voted the sum requested.

Instead of passing the loan order in two parts, viz., (1) for land-taking, (2) for the improving of the playground site, the City Council gave the loan order its first reading, relying on the statements of the chairman of the Park and Recreation Department that the appro-

priation was desired for the taking of land bordering on Smith street and for the improving of the site. At the next meeting of the City Council (July 16) it received from the Park and Recreation Department a letter, dated July 14, 1915, in confirmation of the statements of the chairman in regard to the land which was to be taken, as follows:

CITY OF BOSTON,  
PARK AND RECREATION DEPARTMENT, July 14, 1915.

*To the Honorable the City Council:*

MY DEAR SIRs,—The Park and Recreation Commissioners respectfully state that if the appropriation of \$200,000 is passed by the City Council for the Ward 19 Playground it is their intention to recommend the taking of the land that is not taken on the west side of Phillips street, adjoining the land already taken, which will extend the land-taking to Smith street.

Trusting that this will merit the approval of your honorable body, I remain,

Very truly yours,

JOHN H. DILLON,  
*Chairman.*

This letter not only makes no mention of the expensive Tremont street parcels, but also states specifically that the land to be taken is that on the west side of Phillips street.

Notwithstanding the failure of the Park and Recreation Department to mention in its letter of July 14, 1915, the Tremont street land, and notwithstanding the fact that the City Council allowed the loan order to take effect on the understanding that the Tremont street land was not to be taken, the Park and Recreation Department on September 3, 1915, voted to take the Tremont street land as well as the land bordering on Smith street, and on October 16 sent the request above mentioned to the Street Commissioners for the taking by eminent domain.

The proposed taking is assessed for \$118,000 and will undoubtedly use so large a part of the \$200,000 already

appropriated as to leave insufficient funds for completing and putting the playground in shape for use. The city is therefore face to face with one or the other of the following alternatives: Either it must appropriate more money or the children of Ward 19 must continue to wait for their playground until the finances of the city justify a further appropriation. Already it is clear that a playground for this ward which was originally estimated to cost \$60,000 will ultimately cost the city approximately \$400,000, including the money needed to put it in proper condition for use, and the date for its completion has again been postponed.

If the Tremont street land is taken and unless further large appropriations are made, it will remain in the condition described by the Mayor in his letter to the City Council of May 13, 1915:

The investment made by the city for playground, Ward 19, and representing in excess of \$100,000 because of the manner in which the said playground has been laid out, renders it impossible for the municipality or the people living immediately adjacent to the playground to secure even a reasonable return in health and recreation from the investment made.

The Finance Commission has been informed that when Mr. Dillon, the chairman of the Park and Recreation Department, appeared before the Finance Committee of the City Council, at its meeting of July 12, 1915, he stated with some indefiniteness that the appropriation of \$200,000 was for the taking of the land on the west side of Phillips street, so as to extend the land already taken to Smith street, and for necessary improvements to complete the playground as a whole. The letter of July 14, 1915, was then sent so that the council might know without equivocation for what purpose the Park and Recreation Department proposed to expend the appropriation.

Mr. Dillon was examined at the office of the Finance Commission on November 3, and being requested to reconcile the action of the department with the letter

of July 14, 1915,—in other words being asked why the department had taken land other than that he had specified to the council in his letter of July 14 the Park Commissioners were going to take,—said that after sending the letter the Park Commissioners changed their minds because of public sentiment, which demanded that the land facing on Tremont street be taken, so that the entire piece of property between Smith and Tremont streets would constitute the site of the playground.

Later Mr. Dillon stated that the Park and Recreation Department had no idea of carrying out the intention set forth in the letter of July 14, 1915, even at the time the letter was written and that the letter was written to deceive the council and to insure the passage of the loan. The following extract from the testimony of Mr. Dillon before the Finance Commission is submitted:

Q. You didn't consider you were bound in any way by your letter to the council? A. (Mr. DILLON.) Well, no, not absolutely; the council overstepped their bounds; they were almost outside their legal rights; they were almost outside the city charter. They can either take it or not as they please.

Q. But you did tell them what you would do, but you did not consider you were bound by it? A. No; I didn't consider it by any means.

Q. If you wrote any letter to anybody would you consider you wouldn't be bound by it? A. Not under those circumstances.

Q. How do you explain it. A. Simply because the council had no right to ask me to do that. I did it because it was the only way you could get that money. It was the only way in dealing with a gang of politicians to get that money.

Q. Did you intend to live up to it then? A. No.

The Finance Commission is convinced that the conduct of the chairman of the Park and Recreation Department deserves severe censure.

The Finance Commission recommends:

1. That the city immediately abandon the taking of the expensive Tremont street land so that suf-

ficient funds may be left to make the necessary improvements and thereby render the playground available for the children of Ward 19.

2. That hereafter when the City Council is passing loan orders for playgrounds it divide the loans into two parts, one for the taking of land and one for the improvement thereof.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
CHAIRMAN OF THE PARK AND RECREATION  
DEPARTMENT.

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Boston, November 12, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,—Inasmuch as this commission has requested Your Honor to censure severely the head of the Park and Recreation Department for the deception which he practised upon the City Council in the Ward 19 Playground matter and which he, according to the Press reports, has not denied, the commission transmits to Your Honor the testimony of Mr. Dillon given before this commission.

If, after a review of the testimony, Your Honor should come to a different conclusion from that reached by this commission and should decline to censure Mr. Dillon, the commission believes the public should be made aware of all the facts in this transaction and therefore will hold a public hearing on the administration of the Park and Recreation Department.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
 THE STREET CONSTRUCTION OF BIRCH  
 STREET.

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Boston, November 16, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,—The Finance Commission has received Your Honor's reply of November 6 to the commission's report on the protest of the abutters on Birch street, West Roxbury, regarding the paving installed on that street.

The commission regrets that Your Honor's letter seems to require it to depart from its usual custom of not replying to attacks on it and to issue a supplementary report.

The commission duly noted that the abutters had used the words "cubic yards," though "square yards" was clearly meant. It also noted what seemed to Your Honor a second verbal error in the abutters' petition. The commission was not responsible for the abutters' use of words and in neither case was the misuse important. Nevertheless, Your Honor bases on these trifles an accusation of carelessness on the part of the commission. It was clearly the commission's duty to consider and report impartially on the substance of the petition and not to criticise its phrasing.

Your Honor assumes that the commission censured the manner in which the pavement was laid. The truth is that the commission specifically stated that, inasmuch as the work was completed when the commission's engineer made his investigation, the commission was not in a position to pass on the quality of the work beneath the surface. It did not criticise the work, but

stated that to all appearances it seemed to have been well done. If now Your Honor is sufficiently interested to determine the accuracy of the testimony given by the abutters, who were clearly men of superior intelligence and had based their protests on measurements actually made by them, one of the abutters being a contractor familiar with the contract requirements, to the effect that the work had been improperly done, the truth or falsity of their statements may be demonstrated by having test pits dug to determine actual conditions. The Finance Commission will be pleased to designate a representative to cooperate in such an examination.

On the much more serious position taken by Your Honor that, so long as you are Mayor, no bituminous macadam streets will be laid, it is evident that Your Honor has adopted this policy very recently. The commission finds that since June 7, 1915, contracts have been made for using bituminous macadam for the pavement of at least twelve streets laid under ch. 393 of the Acts of 1906, aggregating 17,260 square yards. In addition it appears that the same material has been extensively laid by the day labor force of the Paving Service on important public thoroughfares, among others, Blue Hill avenue in Dorchester, Morton street in Dorchester, Centre street in Jamaica Plain and Huntington avenue in Roxbury.

The reason for the present sudden and radical change in the policy of Your Honor does not appear. The commission fears that the change is due to a lack of appreciation of the results of such policy. Your statement of policy is as follows:

My policy will be to have the streets laid out with permanent pavements, which will cost more to build but less to maintain, and which will cost less in the long run.

As stated in the commission's report on Birch street, bituminous macadam on this unimportant street would last for a very long period; in fact, the commission believes that it will last as long as bitulithic or any other



form of bituminous pavement, as the principal causes of deterioration will be the action of the elements through a long period of years rather than any traffic that will develop.

The policy adopted by Your Honor evidently assumes that the entire cost of the expensive pavements adopted will be assessed upon the abutting property owners. It is true that ch. 536 of the Acts of 1913 makes it possible for such action to be taken, but this law does not change the fundamental principle upon which assessments are made, to wit, that assessments can only be collected for special benefits actually rendered.

While the Finance Commission believes that unnecessary assessments upon abutters are unwarranted, its principal solicitude is for the effect of your policy upon the City of Boston. Investigations have shown that under the former law, which limited assessments to one-half the cost, only a small percentage has been actually collected, much less than the maximum allowed by law. The commission sees no reason to anticipate that a greater percentage will be collected for suburban street work under the present law, and it believes that the additional expense incurred will have to be borne by the City of Boston.

The loans for the present year made according to ch. 393 of the Acts of 1906 have been made on a seventeen-year basis, with interest at 4 per cent. Assuming that an assessment equivalent to the entire cost of a bituminous concrete pavement could be collected from the abutters, an assumption which the Finance Commission believes to be unwarranted, there would still remain an annual expense for fixed charges during the duration of the loan of approximately 14 cents a year for each square yard more than if bituminous macadam had been used. This amount is about twice the average cost per square yard of maintaining the macadam streets of the city for the season of 1914. If residential streets alone are considered, the ratio would be much greater. It is unlikely that any form of bituminous

pavement, including bitulithic, would last more than seventeen years without repairs, even in such a favorable location as Birch street.

The commission believes that there is little chance of collecting assessments for betterments from the disconnected bits of expensive pavemental patchwork which are now being inserted in excess of the amounts which would be collected had ordinary macadam been used.

The streets upon which Your Honor is making such unwarranted expenditures are, for the greater part, suburban streets of little importance to the general public, which will never develop as thoroughfares. A recent city document shows that there are 2,656 private ways which have been opened for public travel, aggregating 388.32 miles. It appears that streets have been accepted and made public by the Street Commissioners at an average rate for the ten years ending with 1914 of 4.56 miles a year. At this rate it would take approximately eighty-five years to pave the private ways now in existence. During this period the streets first laid out would have to be paved and repaved many times, without a possibility of a return of any portion of the cost to the city through assessments on abutting property.

Moreover, it appears that the number of private ways is increasing substantially as fast as the number of public ways. Exact figures showing the results of the continuance of your alleged policy are difficult to prepare, but even a superficial consideration of the facts will show that as a permanent policy it means a heavy financial burden to the City of Boston, without any substantial benefit to the general public.

The commission respectfully calls Your Honor's attention to the fact that bitulithic has been placed upon the level portions of Birch street, while the grade at the southwesterly end, which will experience a greater wear both from the elements and from traffic and which requires a good foothold for horses, has been constructed of bituminous macadam.

As shown by its previous reports, the Finance Commission believes that the principal thoroughfares of the city should be surfaced with suitable pavements as rapidly as the financial condition of the city will permit. The city's financial resources should be conserved for the improvement of these streets, rather than wasted in placing unnecessarily expensive pavements on unimportant residential streets.

The commission finds nothing in Your Honor's letter to cause it to change its belief, as stated in its report of November 4, that the placing of bitulithic on Birch street is an unwarranted expenditure of public funds and that an unnecessary financial burden will be placed either on the abutting property owners along Birch street or on the city, on account of the pavement in question.

Respectfully submitted,

THE FINANCE COMMISSION,

by JOHN R. MURPHY,

*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
HIGH PRESSURE WATER SERVICE  
INSTALLATION.

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Boston, November 19, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,— In the report of the Finance Commission of October 15, 1915, on the history of the high pressure fire service installation, the commission recommended:

7. That the conditions regarding the actual payment of wages for the work of laying the high pressure water pipes and the prices subsequently charged to the city, as shown by testimony before the Finance Commission, be referred to the District Attorney of Suffolk County.

Having received no request from Your Honor for this testimony and assuming that Your Honor may wish to present it to the District Attorney for appropriate action, the commission transmits herewith a transcript of that part of the testimony which relates to the payment of less money to laborers than was charged to the City of Boston by the contractors.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR AND CITY COUNCIL  
*in relation to*  
THE COST OF CITY PASSENGER  
AUTOMOBILES.

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BOSTON, December 2, 1915.

*To the Honorable the Mayor and City Council:*

GENTLEMEN,— The Finance Commission has made an investigation of the use of automobiles by departments of the City of Boston. The report submitted herewith deals only with passenger vehicles under the jurisdiction of the Mayor and does not include cars which are used for work service, such as automobiles for fire chiefs, motor fire apparatus, ambulances, commercial cars, motor trucks and tractors, nor those cars under the jurisdiction of the School Committee, the Police Department and the Transit Commission.

The records at the auditor's office are not kept in such form as to show the annual expense of each car nor even the expense between maintenance and equipment for passenger and commercial cars; neither are the records in the departments themselves available for such a comparison. It was therefore necessary to take the total automobile cost in each department for all cars and use these figures as a basis for the conclusions and recommendations in this report. The departments under the control of the Mayor which own and operate passenger automobiles are as follows:

DEPARTMENT.	Number of Autos.	Number of Chauffeurs.	Car Used For.
Mayor.....	1	1	Mayor.
Building.....	2	1	Occasional inspection, at service of force.
Cemetery.....	* 2	1	Visiting cemeteries.
Consumptives' Hospital.....	* 2	† 1	For trips purchasing supplies.
Health.....	5	3	Occasional trips of inspection.
Park and Recreation.....	9	7	Inspection of park roads, bath houses.
Penal Institutions, House of Correction..	1	....	Bought, but never used.
Public Works Department.....	32	18	General supervision and occasional trips of inspection.‡
Public Buildings.....	1	....	Machine in Collins' garage because out of order. Superintendent formerly used it to reach various public buildings.
Schoolhouse.....	5	3	Occasional trips of inspection.
Supply.....	1	....	Continual inspection.
Weights and Measures.....	1	1	Occasional inspection.
Wire.....	§ 2	1	One inspector has car one day and another next day.
Totals.....	64	37	

\* One in dead storage.

† Also drives ambulance.

‡ Sixteen of these are for continual use of foremen in the department, 15 are runabouts, 1 is a touring car.

§ One used by commissioner only.

Most of the departments in the above table are housed in City Hall and, with the exception of certain employees of these departments who use runabouts constantly for inspection work only, could be served by a livery system.

As the above table shows, the use of many of the cars is for occasional inspection only, which permits the chauffeurs to have many hours of idle time, because the cars are assigned exclusively to one department or singly to individuals in a department.

The cost of passenger vehicles has risen from \$3,292.15 in 1904-05, when the city first began to use motor cars, to approximately \$100,000 in the present year, and the expenses tend to increase still further. This amount does not include the expenditure (approximately \$2,000)

for the occasional hire of taxicabs and automobiles either by departments having cars or by departments not having cars but occasionally using them. The larger part of this amount, however, is spent by the Street Laying-Out Department for passenger service, ostensibly for public business.

Such an increase in expense, however, might not warrant criticism if the use of the cars were based upon a system where both the purchase of equipment and the cost of maintenance were economically and efficiently administered by a controlling authority. Instead of such an administration Boston has a decentralized system, each department reserving to itself complete administration of its motor service and exercising independent control of it.

The result has been that some department cars are idle for many periods of the day which under a proper livery system could be made available for those departments not owning cars and for departments owning them but in need of additional service. Part of this expense can be attributed not only to the lack of this system but also to the unnecessary chauffeurs employed on many cars. It may be conceded that it is necessary for the head of a department owning a large touring car to be provided with a chauffeur, but it is not necessary for foremen and other subordinate employees who are constantly engaged in out-of-door inspection work to be given the services of a chauffeur for running cars of the Ford runabout type. Nevertheless, such has been the fact both in the Park and Recreation and Public Works Departments, which maintain Ford runabouts for the use of foremen and inspectors, and allow chauffeurs for certain cars while other cars are run by the employees themselves. The Public Works Department has sixteen foremen, one of whom is unnecessarily supplied with both a touring car and a chauffeur; fifteen have runabouts, mostly of the Ford type; seven of these sixteen have chauffeurs assigned to them, while the other nine drive the cars themselves.

The Park and Recreation Department maintains six runabouts, four of which have chauffeurs assigned to them. Each of the seven chauffeurs in the Public Works Department and the four in the Park and Recreation Department, or a total of eleven, receives a salary of \$1,092 a year, or an unnecessary waste of \$12,012 a year of the city's money.

The Supply Department purchases cars for the Public Works Department and occasionally for other departments, but generally these latter departments of the city buy independently of the purchasing agent. The heads of departments generally leave the supervision of the cars to the chauffeurs, so that repairs and supplies are ordered by the latter at whatever supply house they may desire.

Instead of a general purchase of all automobile supplies, the city buys them at retail and pays the highest price for all its motor accessories.

When the present Mayor first took office approximately all cars purchased by the city were of the Ford type, and for a short time this policy was followed. A gradual relaxation of the policy followed, however, until at the present time the departments are purchasing high priced seven-passenger cars.

The Schoolhouse Department has abandoned the purchase of Ford machines and has purchased a seven-passenger Stearns-Knight car at a price of \$5,000. The reason for this unusual purchase was given as follows:

This car is to be used by the chairman of the commission, and when occasion requires will be used by the members of the School Committee and the superintendent of schools, and also, as may be required, by other members of this commission and chiefs of divisions of this department.

Within a short time the same department has again bought a seven-passenger car, at a cost of \$1,574.15. This is a Buick car and the reason given for this latter purchase is as follows:



This car is to be used by Commissioner Kearns, and when occasion requires will be used by the members of the School Committee and the superintendent of schools, and also, as may be required, by other members of this commission and chiefs of divisions of this department.

The difference in the cost of these two cars is noticeable, as the service to be performed appears to be almost identical.

In addition there has been an increasingly unwarranted use of cars by the heads of departments and others for pleasure trips, and it is almost a common practice for department heads to go to and from their offices in city cars. The Park Department has provided two seven-passenger touring cars for the use of two of the commissioners, Mr. Dillon and Mr. Gibson, and has registered both these cars in the Highway Commission as private cars, under the numbers 71719 and 10920, although Mr. Gibson states that he has never been in the latter car (10920) when the private number was used, and Mr. Dillon, the chairman, states that this car is now used under the Park and Recreation Department designation, and that the private registration of his car (71719) was due to the custom prevailing in the department of having the chairman's car privately registered. If these cars were lettered with the name of the Park and Recreation Department and were used for park purposes there would be no need of a private registration, as the Park and Recreation Department is allowed exemption from the automobile registration law for cars used for park purposes.

Furthermore, although the ordinance requires that all city cars shall bear on their sides the words "City of Boston," the car used by Mr. Gibson bears no such designation. The car used by Mr. Dillon, under the number 71719, bears on the lower right and left corners of the tonneau, close to the running board, a small 3-inch plate, with the words "City of Boston, P. & R.

Department." This plate, however, is so minute that it would be impossible for any observer to see it unless it was specially pointed out.

The reason for the use of this small plate on one car and no plate on the other, and for private registration of both cars, must be to conceal the use of the cars for other than city business.

The Consumptives' Hospital Department also maintains at the Mattapan Hospital a touring car for the superintendent, the only official use of the car being for trips to City Hall or to give the daily orders for supplies for the hospital.

Up to the middle of last year city automobiles were stored wherever the department head found it most convenient, generally near his home; but at that time (May, 1914) the Mayor made an arrangement with the Collins garage on Cliff street, Roxbury, for the storage of machines at a uniform storage rate. Fifteen of the city automobiles were stored at this garage, although some departments on various excuses managed to keep their cars in garages near their homes or near the homes of the chauffeurs. Other cars were stored in the various yards of the city. The arrangement with the Collins garage continued for about a year and a half, until the latter part of last August, when it was discontinued by order of the Mayor. The Finance Commission at that time was investigating the unlawful use of a city car by one of Mr. Collins' employees. He had taken out a Marmon car belonging to the Schoolhouse Department, ostensibly for the purpose of trying out the car after it had been repaired. The car was smashed in a collision with another car in Canton and the repair man considerably injured. A board of arbitration fixed the amount of compensation to be paid by Mr. Collins by allowing him to purchase the car for \$500, plus the repairs upon it, or about \$547.

As the city ordinance provides that no sale of personal property of the city amounting in value to over \$500 shall be made without the consent of the City

Council, and inasmuch as this sale to Mr. Collins was not authorized by the City Council, it is a question whether the sale was legal.

At the present time the officials in charge of ten departments located at or near City Hall use forty-three of the sixty-four cars mentioned in the early table. With the exception of those cars which are used for constant street and other out-of-door inspection work, all these officials, as well as the commissioners of the Park and Recreation Department, could be served by a system based on a taxicab or livery service.

Some of the conditions arising from the use of city cars pointed out above were found to exist both in the New York City departments and in the Edison Electric Illuminating Company of Boston, which controls a large number of motor cars. Recognizing that a change must be made, both New York City and the Edison Company studied the question independently, but arrived at the same conclusions, viz., that a livery system was the solution of a great part of the high cost of motor service. The system which has been adopted by the Edison Company is similar to that of New York and is so good that a description of it is herewith given.

The Edison Company operates about 175 passenger and commercial cars. Although these cars are used over a territory extending as far north of Boston as Carlisle and Wilmington, Mass., as far west as Framingham, and as far south as the Rhode Island line, supervision of their maintenance, custody and use is exercised by the head of the transportation department. Supplies are purchased, repairs are ordered, garage rental is obtained, and cars are used only at the discretion of the head of the transportation department, and accounts of all the cars are kept in his office in such form as to permit of ready comparison of the cost of upkeep of every car in the service.

A central garage is maintained at the company's plant on Massachusetts avenue. In this garage are kept only seventy-five cars, which consist of all the cars used in the

service in Boston and such other nearby territory as can best be served from the central garage. Cars kept elsewhere are provided with storage places only at the direction of the head of the transportation department and the property of the company is used whenever possible.

In the central garage a repair force and a cleaning force are kept night and day, besides a force of chauffeurs. Every man in the repair force is taught to drive a car so that in case of an emergency plenty of chauffeurs will be on hand.

All repairs and cleaning except general overhauling are done in the central garage. All the supplies are purchased and all arrangements for overhauling are made by the regular purchasing department and then only after approval has been given by the chief of the transportation department. A stock of tires, motor parts, etc., is kept in the supply department for all machines except the Ford cars. Only a reasonable stock of motor parts is kept, sufficient to cover a few months' demands, so that if at any time the company decides to abandon a particular make of car there will not be a large amount of parts left on hand. A sufficient supply is kept, however, to allow the purchase in volume and thus receive the benefit of low prices. (Ford parts are not kept, because the superintendent finds it is cheaper to buy them from the Ford supply rooms in the city.)

Fifteen touring cars which had formerly been assigned to the exclusive use of officials have been taken from them and placed in the central garage. Rules and regulations have been drawn up which provide that thereafter when an official wishes to use a car he will be obliged to take it from the company's garage and is charged a fixed rate per hour and per mile. The cost of each trip is then charged to his department. Car dispatchers are in charge of the garage and alternate on duty during the day and night. During business hours a starter is stationed at the main offices on Head place, to which each morning four or five cars are sent. Any

officer of the company wishing the use of a car during business hours engages it from the starter and is assigned the first car in line. After business hours he may engage a car from one of the dispatchers at the garage. His use of the car, both in time and mileage, is carefully kept by the chauffeur and by the car dispatcher, the records being sent to the transportation bureau for recording.

As soon as one car leaves the Head place office another is ordered from the garage, so that there are always cars in readiness for use by the company's officials. An authorized official may obtain a car by telephone to the car dispatchers from any of the various offices or stations in the service, but the charges for the car are running up against his department for every minute or mile from the time the car leaves the station at Head place or the garage.

The chauffeurs are under the authority of the head of the transportation department and report for work at the garage at a regular hour. Officials of the company in going to and from their homes cannot use these cars since the rules of the company do not permit a chauffeur to take officials from home to work or from work to home except in emergency cases.

When a car is ordered from a car dispatcher he fills in and gives a slip to the chauffeur. The chauffeur fills in a part of the slip when the trip is completed and turns it over to the car dispatcher, who each morning sends those of the day before to the transportation department, where a memorandum of the slips is set down from day to day on a monthly itemized statement. This is sent at the end of the month to the department using the service for that month. The data placed on the slip by the car dispatcher consists of the following: The number of the car rented, its description, the name and place of the officials to whom it is to report, the time of the report, the name of the official ordering the car, the name of the car dispatcher, the time the car left Head place and the odometer reading. The chauffeur fills in the place

to which the trip was made, the number of passengers, the time the car arrived back at Head place, or if after hours at the garage, and the odometer reading. When these slips are given back to the car dispatcher he figures the cost of the trip and turns the original and duplicate over to the bookkeeper of the transportation department.

The same data on another form is given by the car dispatcher to the passenger so that the latter may have a record with which to check up monthly bills of his department.

This system was in operation only a few days when it was seen that the number of cars required for service was less than the number of cars kept in the garage. One after another of the fifteen cars was taken off, until at present eight are left and are supplying the demand. If all the eight are in use at one time, which rarely happens, a motor car or a taxicab is hired by the superintendent of transportation from a regular taxi service company. In the four months of the working of the new system the total spent for extra automobile hire was only \$26.

Every official in the company, except the president and those whose duties require them to be constantly on the road in a machine, will be compelled to use the new system. The president was willing to come under the new system, but the officials of the company and the superintendent of transportation decided that on account of the importance and dignity of the office of president there should be a car maintained exclusively for him.

By this system the abuses found under the old system have been terminated. Private use of the company's cars at the company's expense has stopped, because the object of the use and its cause showed too plainly in the records. Needless trips are done away with and department chiefs group a number of trips into one, where previously each one would have meant a separate trip.

It is the unanimous verdict of the officers that the service rendered is much better than the old service, and that they can always get a car when they want one. The officials state that at practically the same cost of maintenance per car the present system gives better service to the company with eight cars than that previously given with fifteen, and that the total cost of maintenance and capitalization has been reduced 46 $\frac{2}{3}$  per cent.

A test of the system was recently held; an emergency call at 11.30 p. m. to the L street power house was given. Within three minutes after the call every motor car was out of the garage on the way for the required officials and every man had reported within an hour.

The Finance Commission believes in the establishment of a system for those departments using automobiles in the conduct of the city's passenger business resembling that in use in New York City and that used by the Edison Electric Illuminating Company of Boston. The commission believes that the City of Boston can adopt such a system without committing itself to the establishment of a municipal garage. Before such a system is adopted, however, the commission suggests that a complete study of the problem be made by checking up the actual working time of each city passenger car for a definite period. This was the method of investigation used in New York, covering a period of four months, and a report made based on figures obtained during this inspection, which showed possibilities of savings of \$76,000 annually by a reduction of the number of cars from ninety-four to fifty-four and by the adoption of a livery system.

The Finance Commission recommends:

1. That the Mayor appoint an official to make a study of the livery system as outlined above, so as to secure its adoption by the city.
2. That the Park and Recreation Department discontinue the practice of private registration of

its motor cars, and also of further violation of the city ordinance regarding the designation on the car of the department owning it.

3. That sec. 6 of ch. 41 of the Revised Ordinances of 1914 be so amended as to provide for the size of the letters both on the back and sides of the cars which designate the ownership of the city.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*



COMMUNICATION TO THE MAYOR  
*in relation to*  
THE ADOPTION OF CHECK PAYING SYSTEM  
FOR CITY EMPLOYEES.

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BOSTON, December 9, 1915.

HON. JAMES M. CURLEY, *Mayor*:

SIR,—The Finance Commission presents herewith a report on the advisability of adopting a system of paying city employees by check:

On July 10, 1908, the Finance Commission recommended that all monthly salaries to city employees be paid by check, but the recommendation was not followed.

Later (a year and a half ago) an inquiry was made by the Finance Commission as to the advisability of recommending to Your Honor the adoption of such a system. At that time it was learned that the cities of Cambridge and New York had for many years been accustomed to pay all of their high salaried employees by check and that the system was working successfully. No report was made by the Finance Commission on this matter, but a conference was held with the City Treasurer and the City Auditor, and the commission suggested that a study of the practice should be made by them. At this conference opposition was expressed to the scheme, both by the auditor and the treasurer, the latter basing his opposition on the ground that the time consumed in signing such a large number of checks would be very great and the work burdensome.

On January 1, 1915, subsequent to the conference of the Finance Commission with the auditor and treasurer, the city of New York extended the system of paying its employees by check to certain sections of the labor force and the results of this experiment have been successful.

The central pay roll division of the comptroller's department has charge of paying employees in the city of New York. Two machines are used in New York, one for printing the pay rolls of the departments, the other for filling in the pay roll checks. The machine for the pay rolls is based upon the addressing system used by magazine companies in sending out papers to their subscribers. There is a plate three inches long and one and one-half inches wide for each employee. These plates are made of metal which will permit of the making of as many as twenty changes, and are filed according to a card index system, following the order in which the names should appear on the pay roll sheets. Each plate is labeled with two code letters, one showing the department in which the worker is employed and the other showing his permanent pay roll number. The machine used for stamping the plates is capable of turning out from 600 to 1,000 plates a day. Whenever the salary of an employee is trustee'd, the reduced amount which he is to receive is inserted and a distinguishing number added which indicates, when it appears on the check, why the amount is below the regular salary. Such a machine with motor attachment costs about \$350.

The machine for filling in the checks is based upon the same principle as that of the pay roll machine, with the additional feature that the checks have distinguishing colors, representing the particular pay rolls and to banks upon which they are drawn. A white check with the letter W, for instance, would indicate that it was drawn for a weekly pay roll. This machine can be purchased for about \$700.

After the checks have been run through the machines and have been filled out as to name, amount, date and number, they are then ready for signing. The signature is placed upon the checks by a person properly authorized by the use of a signature machine. This machine is an apparatus by which an operator is enabled to sign from five to twenty checks at one operation. One of these signature machines is in use in Boston at the

American Trust Company, and a representative of the commission was enabled to observe its utility and value. This is a five-pen machine and is operated on a ball-bearing rack, fountain pens being placed at proper intervals, which can be increased or diminished according to the need of the work. The operation of the machine requires no great amount of skill and one of the officials of the American Trust Company stated that an experienced operator could sign 6,000 checks an hour, a novice about 2,500. The price of the five-pen machine is \$250.

When the check is delivered the recipient signs his name in the lower left hand corner, and when it is cashed he indorses it on the back, the person cashing the check being then able to identify the payee by comparing the signature on the front with the indorsement on the back. The checks are drawn on different banks in New York, but may be cashed in any bank as well as any neighborhood store, and have the same facility of purchase as a gold note. As the check is thus easy to cash, it saves the payee any great difficulty or any expense in getting his cash. As the check is cashable anywhere, it makes it unnecessary to pay anyone for cashing it. Thus the former argument that the check paying system created a necessity for paying a small discount when collecting weekly pay is removed.

In the New York system there are many safety devices for preventing checks becoming misplaced or getting into the wrong department by the use of notches and perforations on the checks.

The department of finance of New York, in a letter to the commission, states that it is "issuing checks in the amount of about 166,000 a month. Of that number about 65,000 checks are issued to per diem employees. These include laborers, dock tenders, mechanics, bridge tenders and other men in the industrial service. About 30,000 checks are issued semi-monthly to firemen, policemen and persons in the clerical service, and about 41,000 checks are issued monthly to school teachers and persons in the clerical service."

The department further states that "The use of checks for the payment of employees in the clerical service, in the schools and in the fire and police departments has been in effect in New York for a number of years." From these classes of employees the system gradually has been extended so as to include employees in the labor class and is now about to be extended to street cleaners. Since March 1, 1915, when the new central pay roll division was created, the number of check payments to laborers has increased by about 5,000. In addition 17,000 election employees have been paid by check. Heretofore they stood in line for hours at a time waiting for their money at the office of the city paymaster.

This check paying plan has not only conserved the time of the city employees, but it has also resulted in much less expense to the city, as is shown by the following statement of the department of finance:

We find that the use of checks is much less expensive than the former method of cash payment. A reduction in the number of cash payments accounts partially for the reduction in the personal service account of the city paymaster's office in this department by about \$35,000 in the 1916 budget. This is a reduction of about 40 per cent. Incidentally there is a very large though theoretical saving in the check system as against payment by cash. Heretofore we have paid employees by cash on city time. No matter how accurately we mapped out schedules there was almost invariably a loss of an hour each week owing to the fact that employees insisted on reaching the place of payment well in advance of the coming of the paymaster. Under the new system they receive the checks from the foreman upon their return from work without loss of time to the city and a very little to themselves.

If a system similar to that in use in New York were adopted by Boston it would result in saving similar to those made in New York. The necessity of paymasters going specially to school buildings and elsewhere with large sums of money and the annual expenditure of

approximately \$5,415.86 for carriage hire would be avoided. The long lines of employees who gather for their weekly and monthly salaries in the corridors of City Hall would be eliminated. The saving of time in making out pay rolls and of general clerical hire in connection therewith, and the doing away with the waste of time of city employees waiting for the paymasters, would be substantial factors.

The Finance Commission recommends:

That the system of paying monthly salaries by check be adopted by the city for the ensuing fiscal year, and thereafter be extended to other classes of employees as may be found practicable.

Respectfully submitted,

THE FINANCE COMMISSION,  
by JOHN R. MURPHY,  
*Chairman.*

COMMUNICATION TO THE MAYOR  
*in relation to*  
ADMINISTRATION OF INFIRMARY  
DEPARTMENT.

---

BOSTON, January 20, 1916.

HON. JAMES M. CURLEY, *Mayor*:

SIR,—The Finance Commission has recently held hearings in connection with the use of floor preservatives by some of the departments of the City of Boston. Certain important matters collateral to the main inquiry, relating to the management of departments, have been disclosed which call for separate reports.

The Finance Commission submits herewith its report on the first of these matters, the administration of the Infirmary Department on Long Island and the relations shown by the testimony to exist between the superintendent and the trustees of the department.

The ordinance relating to the control of the Boston Infirmary Department is contained in chapter 7, section 1, of the Revised Ordinances, and reads as follows:

Section 1. The Boston Infirmary Department shall be under the charge of a board of seven trustees, who shall exercise the powers and perform the duties provided by statute and shall have the charge and control of Long Island and the almshouse and hospital thereon.

This ordinance is based upon Statutes of 1897, chapter 395, and Statutes of 1908, chapter 393. Under this ordinance the obligation of having charge and control of Long Island is vested primarily in the trustees.

It appears from the evidence given at the hearings that the trustees do not exercise such charge or control, but that the superintendent does. The testimony

further shows that it is the practice of the trustees to hold meetings at frequent intervals. At these meetings votes are passed giving directions for the management of the institution. The superintendent is generally present at the meetings, but on many occasions he is not present. He admitted that when he was not present he did not read the votes and communications intended for his direction, even though these were sent to him.

For example, the Board of Trustees passed a vote placing certain limitations upon expenditures. The superintendent had never learned of this vote and heard of it at the hearing before the Finance Commission for the first time. There was also a vote of the Board of Trustees that estimates for necessary repairs be forwarded and filed by him with the trustees. He did not comply with this vote. In both these instances the secretary of the trustees stated that she had notified the superintendent. The superintendent testified as follows regarding the reports: "After the meetings I do get reports of the meetings — to be frank with you I don't read them."

The following testimony of the superintendent, referring to a vote of the Board, speaks for itself:

Q. And not being present you took no occasion to read it?  
A. Evidently not.

Q. If that is so, how can you know what this governing Board of the institution does if you don't take occasion to find out in some way of what their wishes are? A. I wouldn't expect the governing Board to pass any rules without seeing whether they are feasible and they can only find that out from me.

Q. And you leave them to find out whether you know about them rather than your finding out whether they know? A. I should expect them to go to the source of information on the ground before they passed opinions as to whether they can be carried out or not.

Q. And you take no trouble, when you are absent from the Board meetings, to find out. Is that it? A. To be frank with you, I never do read those reports.

Q. How long would it take you to read one? A. Only a matter of a few minutes.

Q. Have you given a sufficient reason for not reading these reports? A. I shall have to leave you to balance that question.

The superintendent is clearly of the opinion that the only functions of the trustees are advisory and that it is his right to accept or reject the advice and to ignore or disregard the views of the trustees.

The following excerpt from Dr. Donlan's 1914 reports shows his views of the functions of the trustees:

The great requirement to be supplied, as I have indicated in previous reports, can only be supplied by the members of the Board eliminating themselves as governing factors and confining themselves exclusively to patient and helpful advising.

The law says that the care and control of the institution is in the trustees. The superintendent is the administrative officer and should act under the direction of the trustees. If the trustees are as negligible as Dr. Donlan asserts, they should be removed and a Board with a proper understanding of its lawful powers appointed. If, on the other hand, the superintendent believes that he is in charge and control of the Infirmary Department and that his will is the only element to be regarded, he should not be retained as superintendent of the Infirmary Department.

Respectfully submitted,

THE FINANCE COMMISSION,

by JOHN R. MURPHY,

*Chairman.*



COMMUNICATION TO THE MAYOR  
*in relation to*  
ADMINISTRATION OF THE PUBLIC BUILDINGS  
DEPARTMENT.

---

BOSTON, January 26, 1916.

HON. JAMES M. CURLEY, *Mayor*:

SIR,— The Finance Commission submits herewith a second report on the matters disclosed at recent public hearings in connection with the use of floor preservatives. This second report deals with the administration of the Public Buildings Department.

The testimony at the hearings shows the existence of unbusinesslike methods, entire lack of care for the interests of the city and a childlike trust in the disinterestedness of salesmen or contractors dealing with the city on the part of the Superintendent of Public Buildings, Mr. Richard A. Lynch.

The commission believes that this condition should be specially called to Your Honor's attention, in view of the fact that Mr. Lynch since becoming superintendent has had direct supervision over the expenditure of approximately \$1,500,000.

Mr. Lynch testified that he was called upon by a Mr. Savory, whom he had never seen before, who had no introduction or letter of introduction, and that he knew nothing about him; that Mr. Savory was a casual caller who wanted to sell Tylose, a floor preservative. Mr. Lynch gave him an order which subsequently proved to be for more than \$1,000 worth of work.

The order was given without competition, without complying with the law, and without inquiry as to the price of other competitive substances or the results from their use.

Mr. Lynch justified his entering into contracts for more than \$1,000 without advertising for competitive bids and without the Mayor's permission on the theory that the contracts were not contracts but orders. His testimony on this point is as follows:

Q. Where would your right come from, Mr. Lynch, if you claim such right, to order \$1,200 worth of goods on one order?  
 A. Well,—if I can put it in this way, and perhaps illustrate better what I mean,—if a man comes in and asks me to give him an order for a certain amount of work, and I give him that order, if the order amounts to a certain amount when he sends in his bill after measuring the number of feet, etc., that is an order. I know I had no right to make a contract for over \$1,000. I will, if the Board will allow me this—I may say to a plumber, I want you to do some work in a building. When he sends his bill in the bill may amount, as it has in a number of cases since I have been Superintendent of Public Buildings, to over \$1,000. Under those conditions I would not as a native of Boston give him a contract, but as the work goes along it may amount to more than \$1,000, and when the bill comes in I feel—I don't say I know—I am not trying to avoid the law or the ordinance in relation to the law in regard to over \$1,000.

Mr. Lynch further testified that he knew nothing of floor preservatives or their application, and that in purchasing Tylose he relied principally upon the representations of the salesman and upon a reference to a prominent architect in Boston, but that he took no pains to ascertain whether the architect knew anything about this preservative. It appeared afterwards in testimony that this architect knew "a little" about the substance Tylose.

Mr. Lynch, without attempting to get a lower price, accepted the price that Mr. Savory asked and did not even remember what that price was or whether the price was per square foot or per square yard. Mr. Lynch further stated that he kept no record of orders given by him for goods and that he relied upon the bills when received to remind him of the fact that he had

given an order. In a hazy way he thought some paper had been signed when purchasing Tylose, but denied explicitly that he had made a contract. It appeared later in the investigation that a written contract had been made between Mr. Lynch and the Tylose Contracting Company, but that this contract was never put on record in the City Clerk's office, although such recording is required by law. He further stated that he did not know the number of feet in the flooring to which the preservative was to be applied, and in answer to a question who was to determine when it was necessary or where it was necessary, replied, "The man that sold the goods."

To quote Mr. Lynch's own language: "He [Mr. Savory] put on the Tylose preparation, or his preparation, where he said it would do good to the city."

The following evidence given at the hearings illustrates Mr. Lynch's methods of conducting the city's business, especially as regards verifying amounts charged in bills:

Q. Did you know whether there were other substances that might be considered in competition to it? A. No, sir.

Q. Did you know whether other articles might have been obtained at a lower or equal price? A. No, sir.

Q. Did you seek to know? A. No, sir. Nobody does that, Mr. Sughrue.

Q. Did you make the specifications — have any specifications been made for this job? A. No, sir.

Q. Do you know whether this substance Mr. Savory talked of was finally applied? A. No, sir.

Q. Have you ever on this building or any other building tried any other preservative substance? A. No, sir.

Q. Did you file a copy of the contract or order — whatever it was — with the City Clerk? A. No, sir.

Q. Did you ever seek to find anything about the application of other oils, linseed oil, or any other oil? A. No, sir.

Mr. Lynch also testified that he relied upon his inspector to verify the areas covered, but the inspector testified

that he did not do this except in a casual way. To quote the inspector's own words:

Q. What did you do in the execution of your work of inspecting the use of Tylose in the Ward 7 and Ward 17 buildings? A. Nothing more than to stand at the doorway and look in over the floor that had been covered.

William T. Brady, the inspector upon whom Mr. Lynch testified that he relied to verify the areas covered in the Ward 7 and Ward 17 Municipal Buildings, testified on this point as follows:

Q. Will you state to the best of your recollection all you did — all the inspection which you made in either of these buildings? What did you do? A. That was simply all, just looked at them.

Q. Did you do anything else? A. Not a thing.

Q. Did you make any measurements? A. Mention it?

Q. Any measurements — measure the area? A. Well, I did, but I didn't go into it fully.

Q. You measured it but not fully — you did not go into it fully? A. No.

Q. Did you know how much work was done? Did you notice how long it took to do the work? A. No, sir; I couldn't.

Q. Did you notice what kind of work was done? A. No, sir; I couldn't.

Q. Did you notice whether the entire area had been done? A. No, sir; I can't tell whether the whole of the building was covered; I can't say that.

Q. What report did you make on it? Did you make any report on it? A. I don't think I did.

Q. When you looked at the floors were they completed? A. I can't tell whether they were completed or not.

Q. What good did it do to look at them? A. Well, I looked at them, yes.

Q. What for? A. Well, I happened to be going around that way; I see men working there. I took a look, which I naturally would, being one of our buildings.

Q. Have you now stated everything you did in the way of inspection that would in any way protect the interests of the city in ascertaining the quantities or qualities? A. I certainly have.

Q. You have stated all that you did? A. Yes, sir.

Q. All the inspection you made? A. Yes, sir.

Q. Did you report all you have stated here to your chief, Mr. Lynch? A. I think I told Mr. Lynch that the floors were covered. I think I made use of that phrase.

Q. Do you know whether they were or not? A. No.

Q. You don't know? A. No, sir.

Later on Mr. Brady testified:

Q. Was it put on the cork that was in the library? (Ward 17 building.) A. Well, I am not prepared to testify under oath it was; it might have been.

Q. How could you check up a matter you did not know anything about? A. Not very well; I wouldn't attempt to.

Q. Didn't you attempt to? A. No, sir; I don't think I did.

Q. Then you gave Mr. Lynch no reason to believe that there was any particular quantity used or the area covered? A. No; I couldn't tell the quantity that was used.

Q. Or the area covered? A. Or the area covered.

The Finance Commission is of the opinion from the above statement of facts that the Superintendent of the Public Buildings Department does not measure up to the provisions of the city charter which state that the position should be filled by a recognized expert in the work which devolves upon him, or a person specially fitted by education, training or experience to perform the duties of his office.

Respectfully submitted,

THE FINANCE COMMISSION,

by JOHN R. MURPHY,

*Chairman.*

COMMUNICATION TO THE CITY COUNCIL  
*in relation to*  
BOSTON COMMON CONVENIENCE STATION  
SITES.

---

Boston, January 31, 1916.

*To the Honorable the City Council:*

GENTLEMEN,—The Commission is in receipt of an order of your honorable body as follows:

*Ordered,* That the Finance Commission be requested to give to the City Council, at its next meeting, any information it may have or can secure, not already in our possession, bearing upon the question of the erection of a public convenience station on Flagstaff Hill on Boston Common.

The commission assumes that you desire as much information as possible on the Boston Common convenience station sites and accordingly submits the following report:

The need of furnishing public sanitary and convenience stations in Boston was forcibly brought to the attention of the Mayor in 1910 (September 10) by the United Improvement Association, which presented a report recommending the establishment of such stations, first in the downtown districts, and later in the outlying sections of the city. (See City Council Minutes, 1910, pages 287-289.)

In that report the committee had occasion to remark that "The unsightly and unsanitary single or grouped surface urinal is no longer considered scientific. It is desirable that public convenience stations in general should be so placed as to attract the least attention and that they should in every instance be wholly or partially placed under ground."

As a result of this report the Board of Health recommended the appropriation of \$50,000 for five stations to be located at

Roxbury Crossing,  
Dover and Washington streets,  
Dock square,  
Broadway, corner Dorchester street, South Boston,  
Upham's Corner,

and also \$22,000 to be provided from the Parkman Fund for stations at City Square, Charlestown, and at Flagstaff Hill, Boston Common. (See City Council Minutes, 1911, page 402.) It was especially stated in a letter to the secretary to the then Mayor on October 21, 1911, from the secretary of the Board of Health, that the latter believed that the station at Flagstaff Hill should "be replaced by a larger one under ground."

This decision is important at the present time, as under the order appropriating the money for the station, passed by your honorable body, the expenditure of it was to be on the joint action of the Public Grounds Department (now the Park and Recreation Department) and the Health Department. It is also to be noted that the present Health Commissioner, Doctor Mahoney, was a member of the Board of Health when the decision to place the structure under ground at Flagstaff Hill was made. Despite this recommendation, the commission now understands that Commissioner Mahoney approved the plans for a structure above the ground at Flagstaff Hill.

The council acted upon the request of the Board of Health, and deeming it inadvisable to use the Parkman Fund for this purpose, on November 27, 1911, passed the following order transferring the money from the Reserve Fund:

*Ordered*, That in accordance with the provisions of chapter 261 of the Acts of 1893 the City Auditor be and hereby is authorized to transfer the sum of \$22,000 from the appropria-

tion for the Reserve Fund to a special appropriation to be expended under the direction of the Superintendent of Public Grounds, in conjunction with the Board of Health, for convenience stations at City square and at or near Park square.

Although the Health Department formerly believed that a station should be erected under ground at Flagstaff Hill, plans for a station above ground with a location on Charles street at Park square were prepared by Mr. W. H. Besarick, and a contract awarded on August 23, 1912, to John Zedron, the lowest bidder in public competition, for \$13,977.

The plans, however, had not been presented to the Art Commission for approval, and the building, as well as the location, not meeting with the assent of the Art Commission, the contractor was ordered to stop work on the building. Moreover, the plans called for the occupation of an area of ground much in excess of the 600 square feet limit imposed by the Revised Laws (ch. 53, sec. 20). The contractor sued the city for breach of contract and recovered damages to the amount of \$1,550. Besides this amount the architect received \$944.31 for his services on this and the second set of plans.

Another attempt was made by the Health and Public Grounds Departments to locate the station above ground on the Common, and a second location was selected by the architect at the deer park on the Tremont street side. Plans were prepared for a structure at this location, but objection to this site arising, the project was abandoned.

The third location now before your honorable body is on Flagstaff Hill, the old wooden locker and sanitary building being demolished to make way for the new structure. The Park and Recreation Department employed G. Henri Desmond to prepare plans for a structure above the ground. Plans, modeled on the Salon de Musique of the Petit Trianon at Versailles, France, were drawn and the building was to be constructed of



imitation pink marble, to cover an area much in excess of the statutory limitation of 600 square feet.

Again a contract, the plans not having been submitted for the approval of the Art Commission, was awarded after public competition to the lowest bidder, M. S. Kelliher, in the sum of \$13,009, and on October 20, 1915, the contract with him was approved. The area, however, was later decreased to 548 square feet, in order to comply with the law. The specifications were accordingly changed at an increased cost of \$108. The contractor had completed the construction of the cellar and its walls when further work was stopped by the Mayor on account of the many objections made to the building and its location.

The contractor has received from the City of Boston \$1,530 on his contract, and Mr. Desmond has been paid \$468.32.

Respectfully submitted,

THE FINANCE COMMISSION,

by JOHN R. MURPHY,

*Chairman.*



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